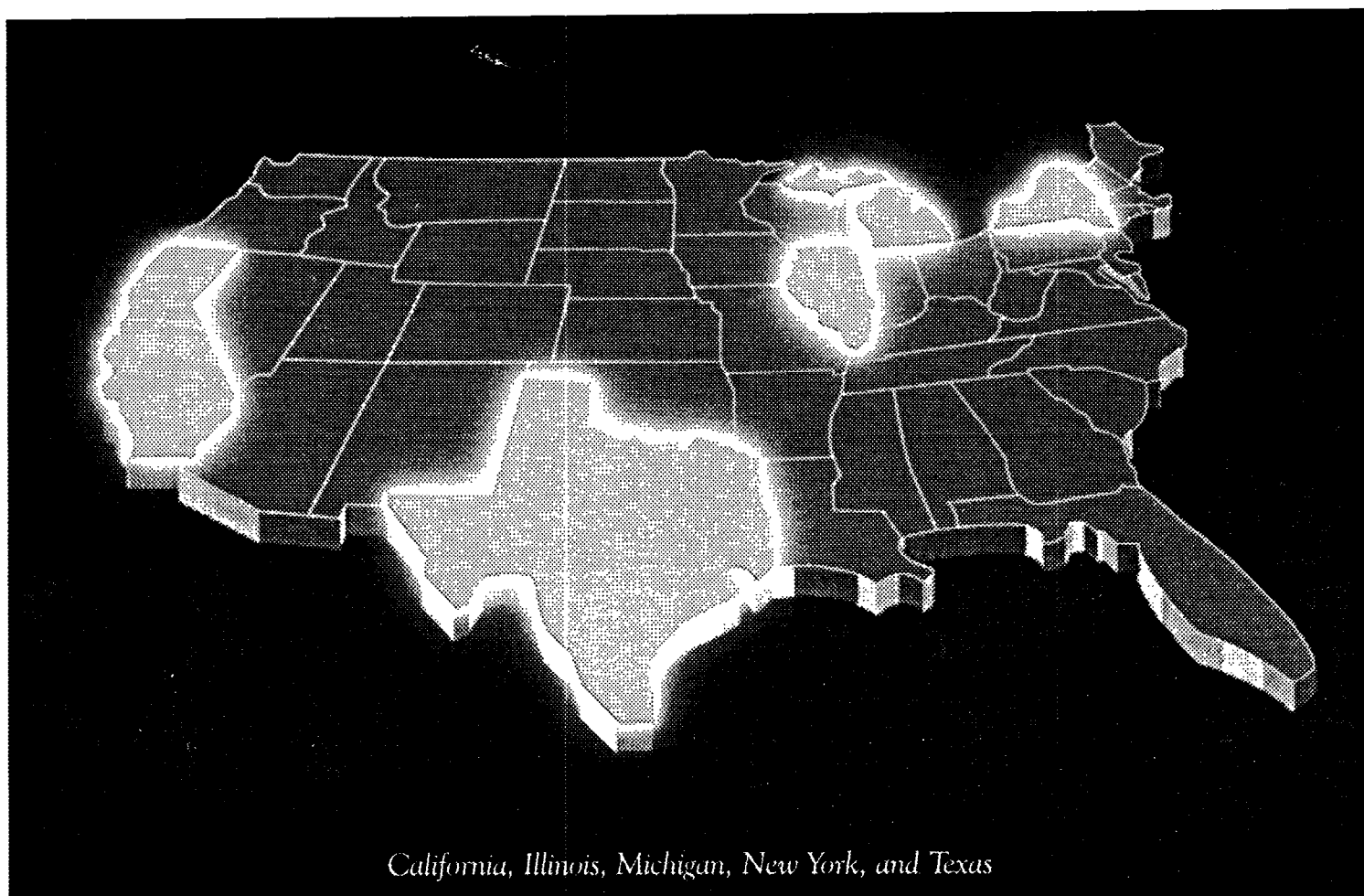# An Update from the Multistate Foster Care Data Archive

Foster Care Dynamics
1983-1993

California, Illinois, Michigan, New York, and Texas

FOSTER CARE DYNAMICS 19834993

California, Illinois, Michigan, New York, and Texas

An Update from the Multistate Foster Care Data Archive

Robert M. Goerge

Fred H. Wulczyn

Allen W. Harden

THE CHAPIN HALL CENTER FOR CHILDREN
AT THE UNIVERSITY OF CHICAGO

Project Directors:	Robert M. Goerge, Chapin Hall Center for Children
	Fred H. Wulczyn, New York Department of Social Services and Columbia University School of Social Work
Project Manager:	Allen W. Harden, Chapin Hall Center for Children
Project Officer:	Penelope L. Maza, Children's Bureau Administration on Children, Youth and Families U.S. Department of Health and Human Services

The Multistate Foster Care Data Archive Project

The Archive is a multistate database that contains foster care career histories for all children who have been placed in a state-supervised substitute care living arrangement. The data for the Archive are extracted directly from the administrative data systems operated by each state's child welfare agency. The unique properties of this information are that it is comprehensive and that it is longitudinal at the level of the individual. Therefore, the complete child welfare history (to date) of every child who has been in the care and custody of one of these state systems in recent years can be described. These career histories can then be examined and analyzed in conjunction with a set of descriptive characteristics for each child.

The Archive was started with five participating states (California, Illinois, Michigan, New York, and Texas), which together provide services to almost half of the total child substitute care population in the United States. A first report from this project, *Foster Care Dynamics 1983-1992: A Report form the Multistate Foster Care Data Archive,* was published by Chapin Hall in 1994. To our knowledge, this was the first set of published results to compare and analyze the nature of state foster care caseloads and child experiences within the child welfare service system on a systematic basis.

The Archive project is at least a 5-year effort, and the core database is constantly being extended. This development occurs in three ways: continual updating and refinement of the record data for currently participating states, adding new states to the database, and introducing other types of information that are closely related to child welfare practice. The next major project publication is expected to be released in July, 1995. It will extend the earlier *Foster Care Dynamics* volume by reporting on activity through December, 1994, introducing comparative data from at least two new states, and presenting several new analytic resources. New topics will include: analysis of child exit from and reentry to foster care, examination of trends in the use of different types of living arrangements, and examination of patterns within local sub-areas of the states.

This Update Report

Heightened attention is being focused on all human services in the current policy arena, and decisions are now being framed that will have a profound effect on the future of children and the child welfare system in the United States. The process of redefining the range of governmental responsibility towards children at risk and reconsideration of the boundaries between the separate federal and state roles in planning and control has opened a broad debate on child welfare and related issues.

We believe that information is essential to support policymaking efforts, and that this information should be current and of high quality. Any discussion of the national child welfare system must take account of the prevailing trends under current conditions, and of the present differences in practice that exist between state systems. To evaluate the impact on child welfare of competing alternative policy plans responsibly, we must

ground our projections for the future on a realistic vision of the present. One of the key observations of the first report from this project was that foster care is a complex service to manage, provide, and study. There is extensive variation between states in how they respond to their own populations of children at risk, and even within a single state, the practices and behaviors of the child welfare systems often change rapidly over time.

This document is an interim report, intended to provide the most recent available data from the Archive. It contains, for the most part, the same five-state Archive tables that were presented in *Foster Care Dynamics 1983-1992,* but is now extended through the end of 1943,. It is designed to serve as an information update for those who need more recent data before our next full report is released, not as a comprehensive or free-standing document. It is unfortunate that a time lag is necessarily involved in reporting these data, but the procedures used to enter and update the data records in most of the state systems only create information that is sufficient to support valid analysis after at least a 3 to 6 month delay.

Within this report, each table and figure is described, and some of the more important concepts and findings are discussed. However, we do not attempt here to provide a general discussion of the Archive, the procedures used to develop these data, or the detailed trends, patterns and results observed. The reader is referred to the earlier project report publication for a more complete discussion.

This update report is almost exclusively descriptive in nature. Many numbers are presentedin the following. pages, and selected pieces of data from this report could be used to support almost any position related to federal and state care for children in our society. Our goal is to provide a broad range of new, reliable, and useful information to support the efforts of planners and policymakers working in the child welfare field. Thus, while many of the indicators presented here are analytical in nature, the report itself is not a policy analysis. However, we have observed that certain dominant trends and persistent patterns are clearly represented in these data, and will highlight these to help orient the user to this information:

- The five states described here demonstrate very different levels of foster care placement activity, whether described by cross-sectional counts, prevalence measures, incidence rates, or durations.

- While there are many examples of short-term decreases in state substitute care caseloads, the prevailing trend in each of the five states for the past decade has been one of significant growth in the numbers of children receiving state-supported care.

- When year-to-year trends are monitored, admissions have been far more dynamic than discharges, and most episodes of rapid caseload change follow a shift in admission levels. In the observed cases of extremely rapid short-term growth, most of the activity was concentrated in the major urban centers of the states.

- Much of the recent growth in foster care has involved the placement of

children with relatives. The proportion of children placed in institutional and group care settings has remained fairly stable, representing less than 20 percent of the total substitute care population.

- Overall, infants and young children are the fastest growing age groups in the foster care population. They are entering care more often than other groups, and tend to remain in foster care longer.

I

MULTISTATE ARCHIVE PROFILE

The Multistate Foster Care Data Archive is based on computerized administrative case records of over one-half million children who have been placed in a substitute care living arrangement by their state within recent years. The Archive project reduces these data to a set of comparable data elements by identifying and classifying key attributes and events that are common in all of the state systems.

Each of the five participating states has been able to provide complete historical data for all children who have entered care since January 1988. Most of the results presented in this report are based on analysis of a 6-year (1988-93), five state (California, Illinois, Michigan, New York, and Texas) comparable data file.

TABLE 1
Multistate Foster Care Data Archive: Profile of State Data Sources

	California	Illinois	Michigan	New York	Texas
State Child Welfare Agency:	Department of Social Services (DSS)	Department of Children and Family Services (DCFS)	Department of Social Services (DSS)	Department of Social Services (DSS)	Department of Protective and Regulatory Services (DPRS)
Years of Full Data Coverage:	1988-93	1975-93	1981-93	1982-93	1985-93

FIVE-STATE COMPARABLE DATA, 1988-93 Entrants:

	California	Illinois	Michigan	New York	Texas	6-Year 5-state TOTAL
Total Count:						
Children	150,409	**51,330**	**32,098**	113,936	**31,431**	**379,204**
Placement Spells	180,710	62.794	39,462	136,448	37.61'1	**457.03 1**
Point-in-Time Counts:						
January 1988	49,990	17,121	9,335	38,191	6,308	**120,945**
December 1993	82,647	39,408	1 1 , 9 3 7	62,896	11,123	**208,011**

THREE-STATE COMPARABLE DATA, 1983-93 Entrants:

	Illinois	Michigan	New York	11-Year 3-State TOTAL
Total Count:				
Children:	80,404	54,051	184,024	318,479
Placement Spells	99,900	66,200	220,345	386,445
Point-in-Time Counts:				
January 1983	15,701	7,163	29,485	52,349
January 1988	17,121	9,335	38,191	64,647
December 1993	39,408	11,937	62,896	114,241

In three of these states -- Illinois, Michigan, and New York -- reliable data are available back through January 1983 or earlier. Since a longer time period is often informative when evaluating foster care trend patterns, certain analyses are also done separately for an 1 l-year (1983-93), three-state comparable data file.

Table 1 presents a profile of each of these data files. For each state and the multistate total, Table 1 provides the unduplicated count of children involved in the child welfare system (at any time) and point-in-time caseload counts for selected dates. Also presented here is the number of placement spells experienced by these children during the defined time period. The *placement spell* is a key analytic concept throughout this work. A spell represents one series of consecutive out-of-home placements, and thereby a continuous period in substitute care. A spell begins with a new foster care placement, and continues until reunification, adoption, or any other discharge from the child welfare system. One child can experience multiple spells by leaving and then reentering the substitute care system. Any child may experience more than one discrete placement within a spell.

The indicator most often used to describe the foster care caseload is the count from a point-in-time census of children currently in care.

Figure 1 shows the size of the combined five-state foster care population between 1983 and 1993, based on end-of-year cross-sectional caseload counts. Clearly, the substitute care population has been increasing in these states, more than doubling from 88,487 to 208,011 during this 1 l-year period. Also shown are national foster care estimates for the same time period as provided by the Voluntary Cooperative Information System (VCIS) of the American Public Welfare Association.

FIGURE 1

Foster Care Census by Year: Five-State Archive Counts and VCIS National Estimates
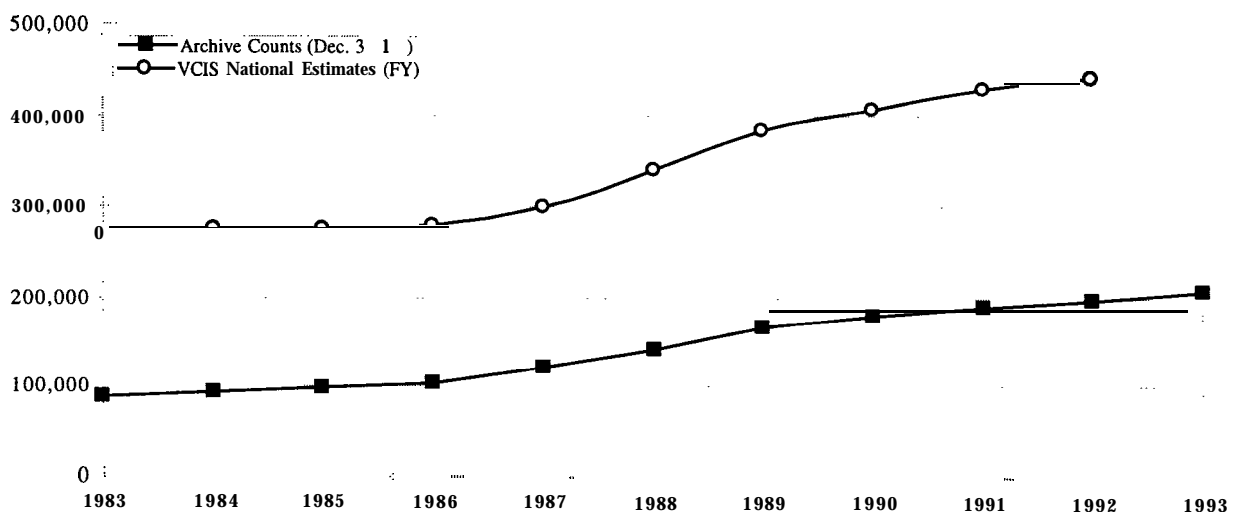
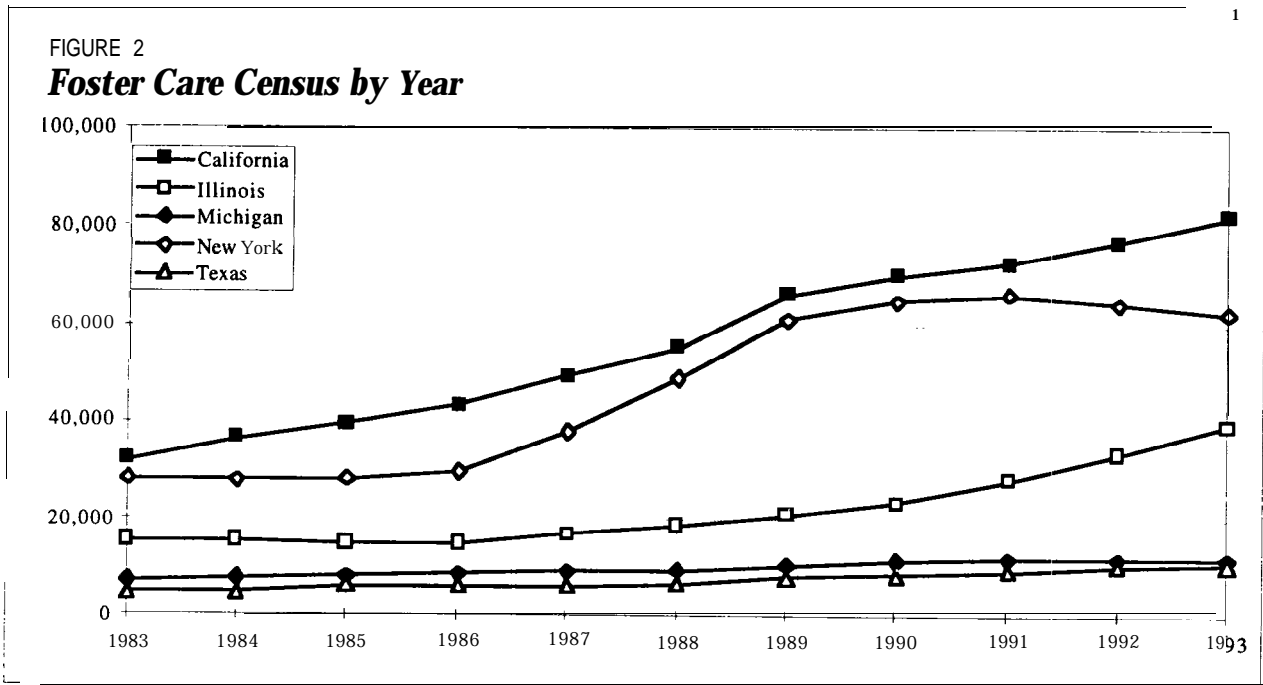TABLE 2
Foster Care Census bv Year

	California*	Illinois	Michigan	New York	Texas*	Total
1983	32,520	15,285	7,150	28,540	4,992	88,487
1984	36,540	15,240	7,725	28,259	4,996	92,760
1985	39,666	15,017	8,242	28,383	6,243	97.55 1
1986	43,599	15,081	8,459	30,191	6,143	103,473
1987	49,990	17,121	9,335	38,191	6,308	120,945
1988	55,393	19,005	9,900	49,079	6,827	140,204
1989	66,670	21,242	10,708	61,268	7,976	167,864
1990	70,630	23,876	11,501	65,432	8,742	180,181
1991	72,743	28,584	12,105	66,623	9,547	189,602
1992	77,087	33,749	12,062	64,875	10,436	198,209
1993	82,647	39,408	11,937	62,896	11,123	208,011

● Counu for California 1983-87 and Texas 1983-84 from published state data.

Table 2 and **Figure 2** present the annual end-of-year cross-sectional caseload counts for each of the five states separately. California and New York together contribute almost 70 percent of the total number of foster children to the five-state Archive total. Growth of the population of children in foster care occurred in each of the five states, with total growth for the 1 l-year period varying from 67 percent in Michigan to 158 percent in Illinois.

FIGURE 2
Foster Care Census by Year

Table 3 presents annual percentage changes in the size of the cross-sectional census of children in substitute care for each state. While overall growth occurred in each of the five states, the specific patterns differ. For example, short bursts of extremely rapid growth occur in New York (1987-89) and Illinois (1991-93), while recent periods of small decrease are shown in Michigan and New York (1992-93).

TABLE 3
Percent Change in Foster Care Census by Year

	California*	Illinois	Michigan	New York	Texas*	Total
1983	▪		▪		▪	
1984	12.4%	-0.3%	8.0%	-1.0%	0.1%	4.8%
1985	8.6%	-1.5%	6.7%	0.4%	25.0%	5.2%
1986	9.9%	0.4%	2.6%	6.4%	-1.6%	6.1%
1987	14.7%	13.5%	10.4%	26.5%	2.7%	16.9%
1988	10.8%	11.0%	6.1%	28.5%	8.2%	15.9%
1989	20.4%	11.8%	8.2%	24.8%	16.8%	19.7%
1990	5.9%	12.4%	7.4%	6.8%	9.6%	7.3%
1991	3.0%	19.7%	5.3%	1.8%	9.2%	5.2%
1992	6.0%	18.1%	-0.4%	-2.6%	9.3%	4.5%
1993	7.2%	16.8%	-1.0%	-3.1%	6.6%	4.9%

*Counts for California 1983-87, Texas 1983-84 from published state data.

The foster care caseloads do not necessarily change evenly within a state. One example of intrastate differences is shown in **Figure 3,** which separates the foster care census into children from the primary urban county (counties) in the state and those from the remainder of the state. Again, clear differences between state patterns are evident. Almost all of the growth in foster care caseloads in New York and Illinois occurred in New York City and Cook County (the urban areas), with the changes in other areas in these states over the 11 years being minimal. However, in California, Michigan, and Texas, growth of the foster care caseload occurred in all regions of the state.

FIGURE 3
Foster Care Census: Primary Urban Region versus Balance of State

Five States (combined)

California: Los Angeles County vs. Balance: of State

Illinois: Cook County vs. Balance of State

Michigan: Wayne County vs. Balance of State

New York: New York City vs. Balance of State

Texas: Harris/Dallas Counties vs. Balance of State

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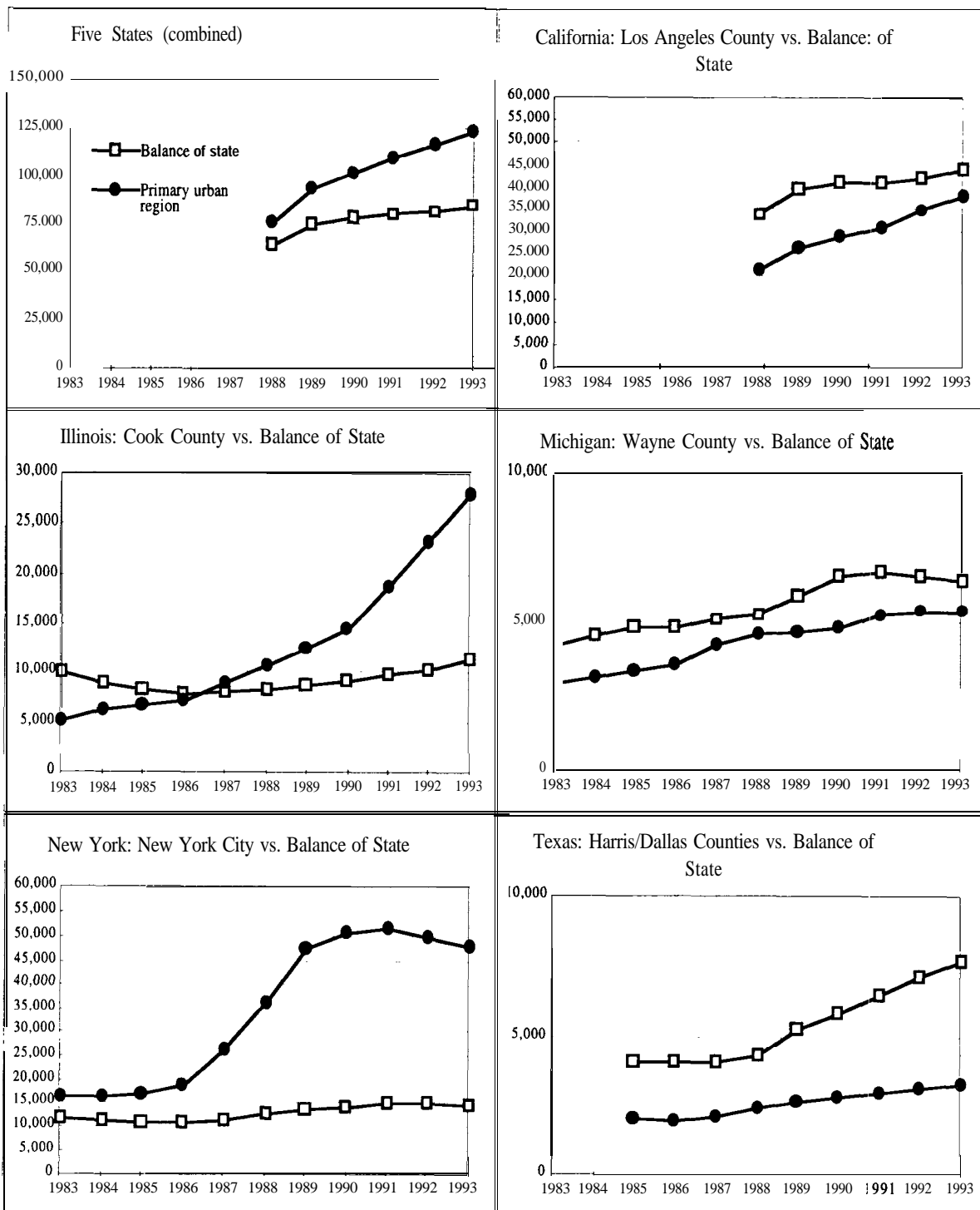
CASELOAD DYNAMICS

The makeup of a state's foster care caseload is constantly changing. For the most part, foster care placements are designed as a temporary intervention, to provide a safe and stable living arrangement while the child's original home is stabilized or while an alternative home is being sought. Each day sees new children being admitted to care, while others are being discharged from care. Changes in the size of the foster care caseload can be seen as the result of an imbalance between the levels of entrances and exits. Whether new admissions are rising or falling, the resulting census will continue to increase as long as the number admitted is greater than the number leaving placements. Equalizing the levels of admissions and discharges has the effect of stabilizing the caseload size at its current level. Caseloads can become smaller only when the number of children that leave the system exceeds the number of new entries for a continuing period of time.

While the important relationship between admission and discharge levels and caseload size change is simple, it can be quite complex for the planner because most of the policy changes that might be designed to affect one of these components can also lead to changes in the other. For example, placement prevention programs might be expected to decrease foster care levels by reducing the number of unnecessary new admissions. However, because these programs selectively influence the type of children being brought into care, they might also have the effect of driving down discharge levels.   So, even though such a program may bring significant management and practice benefits, the aggregate change might be far smaller than expected. Similarly, accelerated efforts to remove cases from state responsibility can fail to reduce the caseload significantly, either because they target those cases that are most likely to be moving out of care anyway, or because they lead to increased levels of reentry.

Figure 4 presents the annual net change in the combined five-state foster care census for the 6 years from 1988-93, and disaggregates this change into the two component parts: admissions and discharges. As would be expected during a period of constant growth, the number of admissions is always higher than the number of discharges. However, the total number of discharges has gradually increased from 1988 to the present, and the number of admissions has declined modestly since 1989. As these two components have grown closer, the resulting net growth has decreased, although it still remains positive.

FIGURE 4
Foster Care Admissions, Discharges, and Net Change:
Five States Combined
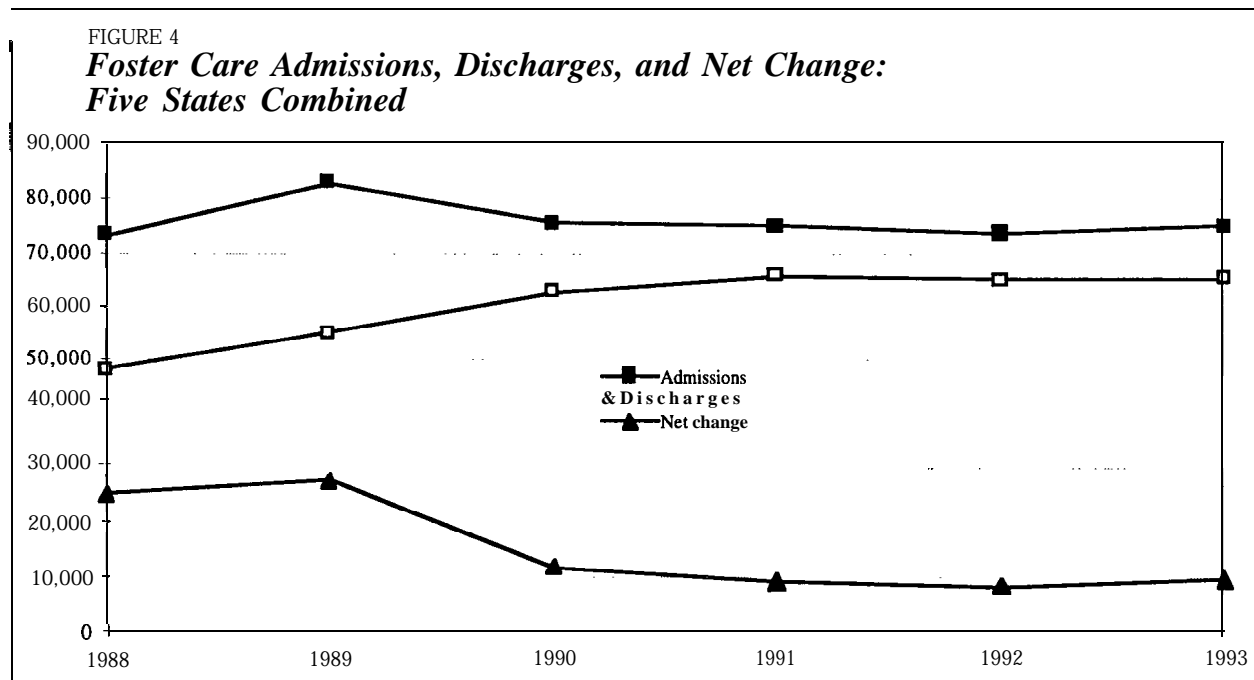
Figure 5 presents an 1 l-year time series of the same indicators for the three states with extended historical data records in the Archive. While the 1988-93 portion of Figure 5 closely resembles what was observed for all five states in Figure 4, the long-term perspective produces a very different picture of these change. From the 1 l-year series, the overall number of discharges per year appears to be relatively stable (a small cumulative increase), while the admission statistics change much more dramatically from year to year. The number of admissions to foster care in these three states increased rapidly after 1983, peaking at a level of about 45,000 in 1989. Since then, admissions have decreased steadily, falling about halfway back to their previous levels by 1993.

Planners must understand, though, that the recent near-stabilization of admission and discharge levels will only reduce the rate at which child welfare caseloads are growing, and that the growth continues. The larger caseloads that appeared during the period of rapid growth will remain intact unless we experience a protracted time period where discharges exceed admissions.

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FIGURE 5
Foster Care Admissions, Discharges, and Net Change:
Illinois, Michigan and New York Combined
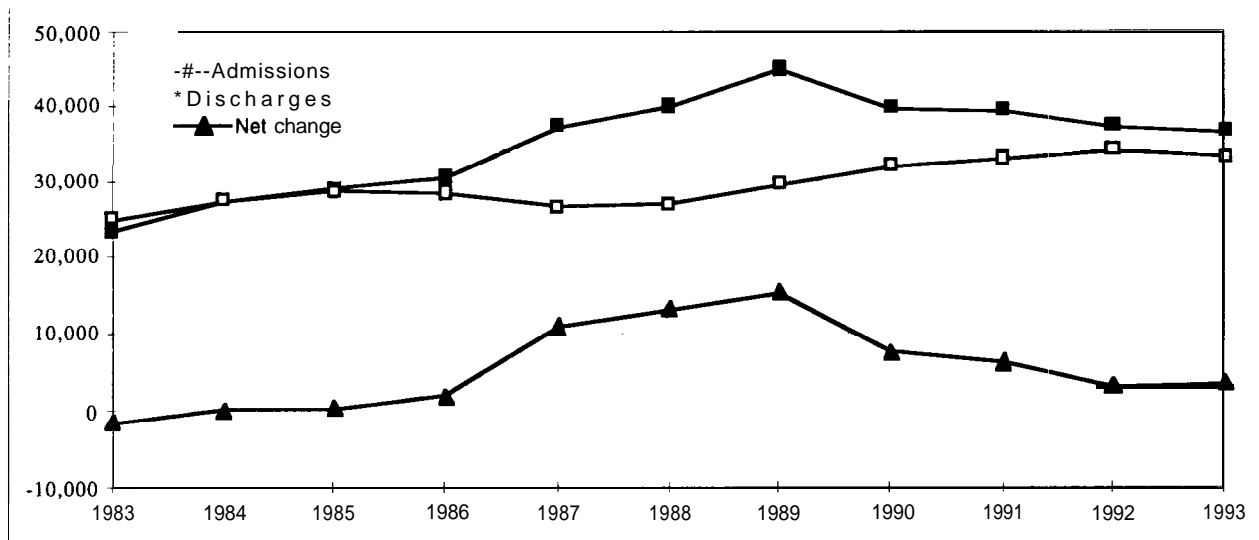
One of the main correlates of caseload growth in many states has been an increased reliance on relatives as appointed caregivers. Kinship foster care is often cited as one reason for the recent growth of the foster care population. While the caseload tracking counts from the Archive cannot support this causal argument, it is clear that placements with relatives are increasingly supplanting or substituting for traditional foster family placements. Because of data coding restrictions and program differences, kinship placements can be identified with confidence in only three of the five participating Archive states.

Figures 6 to 8 present the total foster care census and disaggregate it into kinship and other (all non-kinship) placements for California, Illinois, and New York. It is apparent that kinship care has absorbed most of the caseload growth in Illinois and New York over the past 11 years. In these two states, placement with relatives increased sharply, while placements in all other types of care grew very slowly. By 1993, kinship placements constituted over one-half of the total Illinois caseload. The California situation is somewhat different in that the kinship foster care and other foster care numbers have each grown moderately since 1988, with kinship placements constituting a fairly stable level of just over 40 percent of the total state caseload.

FIGURE 6
**California: Foster Care Census by Year,
Kinship Versus Other Placements**

- Kinship placements
- Other placements
- Total population

FIGURE 7
**Illinois: Foster Care Census by Year,
Kinship Versus Other Placements**

- Kinship placements
- Other placements
- Total population

FIGURE 8
**New York: Foster Care Census by Year,
Kinship Versus Other Placements**

- Kinship placements
- Other placements
- Total population

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III

CROSS STATE COMPARISONS: ENTRANTS TO FOSTER CARE

The previous sections have described the foster care population by examining counts of children in care. While the caseload numbers alone are important for understanding the magnitude of child welfare issues and trends, looking at other attributes of these children can help to describe the processes that bring children into care or result in their staying in care. In the remainder of this report, foster care will be discussed in several ways that should facilitate interpretation of patterns and encourage comparison between different state systems.

This section focuses on the characteristics of children when they enter the foster care system, the time of their first substitute care placement. Characteristics of children at the time of first entry can help describe the intake populations that state agencies serve, and can be compared between places and across time. Shifts in the nature of the new entrant population can have a profound long-term effect on the service requirements faced by the child welfare agency.

The rapid growth in the number of children entering foster care during the mid-to-late 1980s was accompanied by a parallel shift in the characteristics of those children who were admitted to foster care during this time. The most striking change was an increase in the number of infants being placed in foster care arrangements. **Figure 9** illustrates the changing age composition of the foster care population for all five states combined.

FIGURE 9
Percentage Distribution of Age at First Admission to Foster Care: Five States

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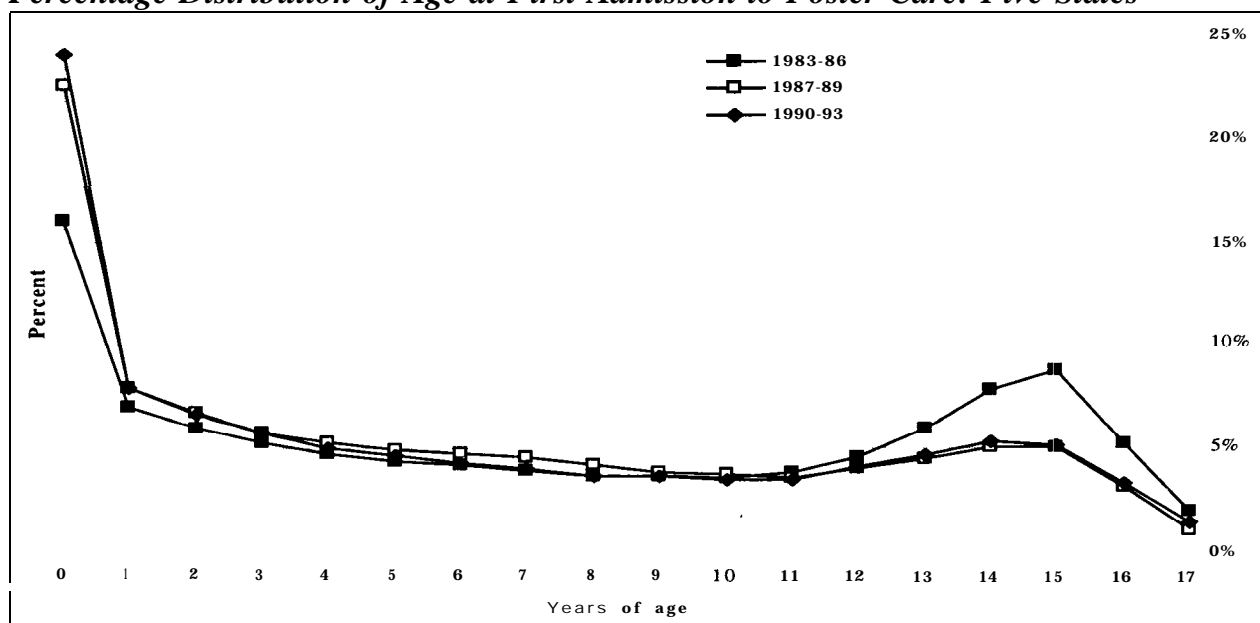
The graph presents three separate percentage distributions of the age of children at the time of first entry to foster care. Each distribution represents a separate entry cohort: one describes all children who were first admitted to care between 1983 and 1986, another is for new entrants between 1987 and 1989, and the third is for all new entrants from 1990-93. The earlier (1983-86) clearly contains more adolescents and less infants than the more recent cohorts. By the later time period (1990-93), almost one out of every four children (24 percent) placed in foster care was first admitted to care before his or her first birthday, While not detailed in this graphic, the largest share of these infants are newborns, children less than 1 month of age.

All states classify foster children by racial and/or ethnic characteristics. Although these categories are sometimes ambiguous, it is clear that involvement in foster care does vary widely by ethnicity, and that these patterns vary between states. **Figure 10** shows the annual shifts in the racial/ethnic composition of the new entry cohorts for each Archive state between 1988 and 1993. When pooled, the five Archive states present the picture of a relatively stable ethnic distribution for new foster children over the 7 years. However, the separate state figures show that this apparent stability is due to an aggregate averaging of different state trends. Most noticeably, the percentage of African American children entering care is decreasing in California, while the Hispanic percentage is growing. Illinois and, to a smaller extent Michigan, show a marked increase in the proportion of African American entrants and a corresponding decrease in the proportion of white children. Changes in New York and Texas are more difficult to evaluate because of the numbers of children of unclassified race/ethnicity.

The number of children who enter foster care in a given state is greatly influenced by the size of that state's child population. As would be expected, our combined five-state counts are strongly influenced by the caseloads of California and New York which together comprise over 70 percent of the cases in the Archive. Comparisons of the level of foster care activity between states must adjust for the size of each state's population. **Figure 11** presents annual rates of first entry to foster care for the five states. These rates are computed by dividing the number of children admitted to foster care in the given year by the number of children in the general state population. Entry rates are *incidence rates* because they capture the overall risk that any child in the state might enter the foster care system. They are fully comparable between states and over time, and provide a good indicator of the level of the "front-end" intake activity.

FIGURE 10
Racial/Ethnic Distribution of First Admissions to Foster Care

Five States (combined)

Legend:
- 1988
- 1989
- 1990
- 1991
- 1992
- 1993

Categories: White, African American, Hispanic, Other

California

Illinois

Michigan

New York

Texas

17
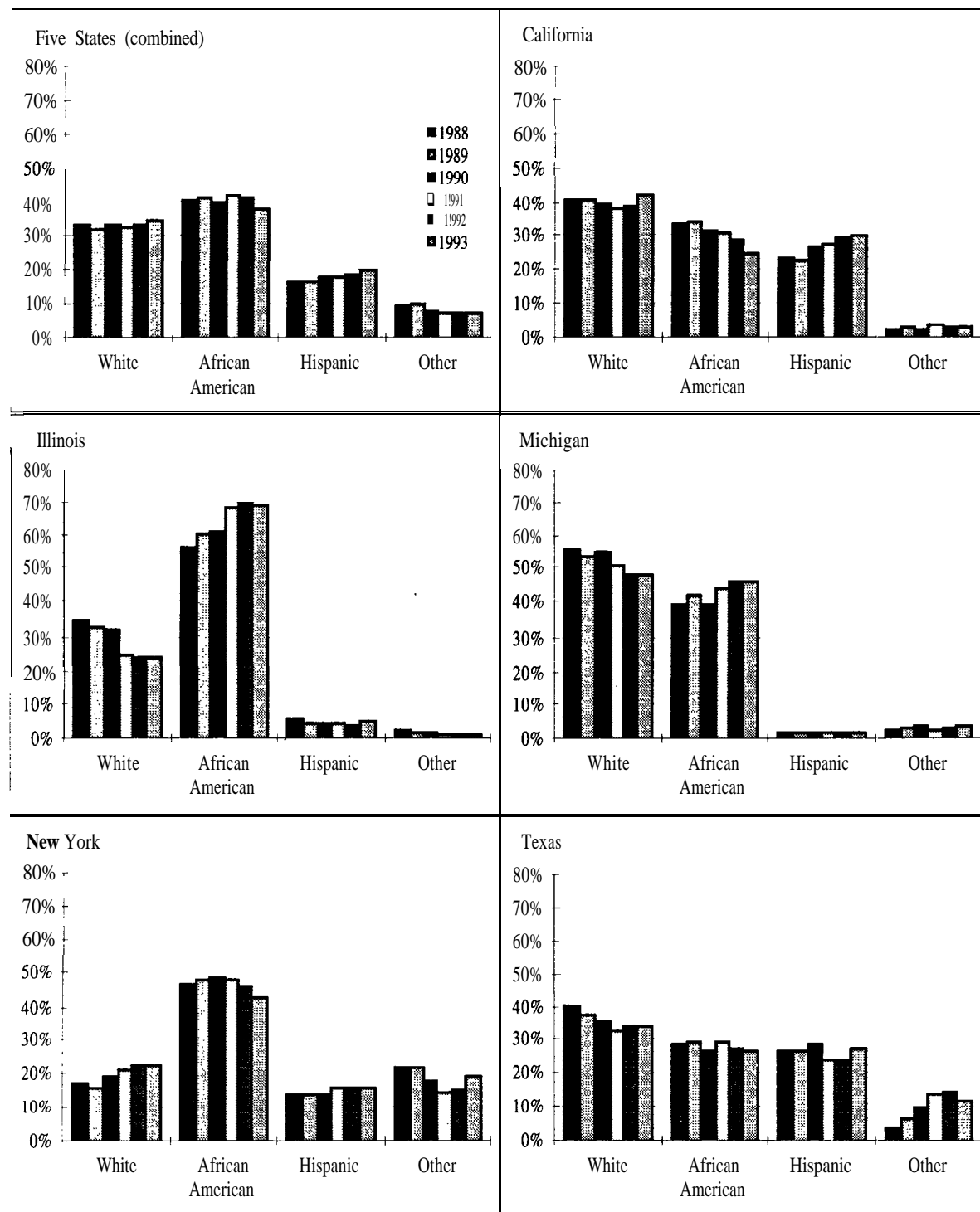
FIGURE 11

Incidence Rates of First Entry to Foster Care
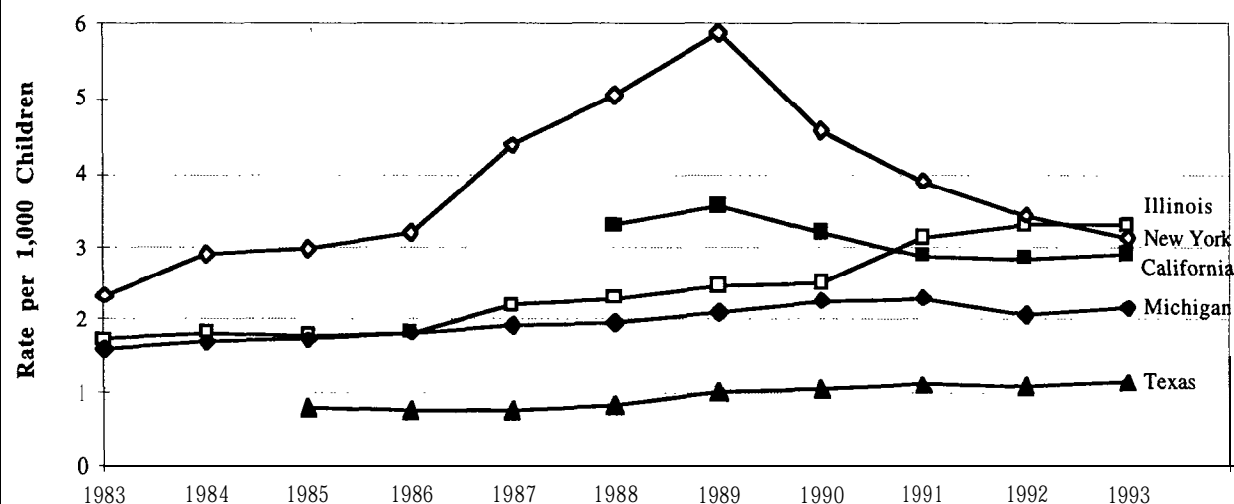
Examination of Figure 11 shows that there is wide variation in entry rates between states, and that these rates can change markedly over time within one state. The observed risk of a child entering foster care within a l-year period has been as low as under 1 per thousand children (Texas 1985-89) and as high as almost 6 per thousand children (New York 1989). These broad differences in the level of contact between children and the child welfare system are explained both by shifts in the proportion of children needing services and by different propensities of state agencies to remove a child from a troubled home.

Figure 12 presents incidence rates of first entry for two age groups, children ages O-4 and children ages 5-17. In each of the Archive states, children in the younger age group are more likely to enter a foster care placement than children from the older age group. Overall, the entry rates for young children are not only higher, but much more likely to fluctuate than entry rates for the older children.   In Illinois, Michigan, and Texas, the entry rate for children ages O-4 has increased steadily over the 1 l-year period. Although the 6-year trend for the five Archive states combined shows a very slight decrease in the entry rates for both age groups, an examination of the longer trends for each state suggests that this aggregate decrease is largely explained by the large drop in New **York's rate from peak levels in 1989.**

FIGURE12
Incidence Rates of First Entry to Foster Care by Age

Five States (combined)

California

New York

Illinois

Texas

Michigan
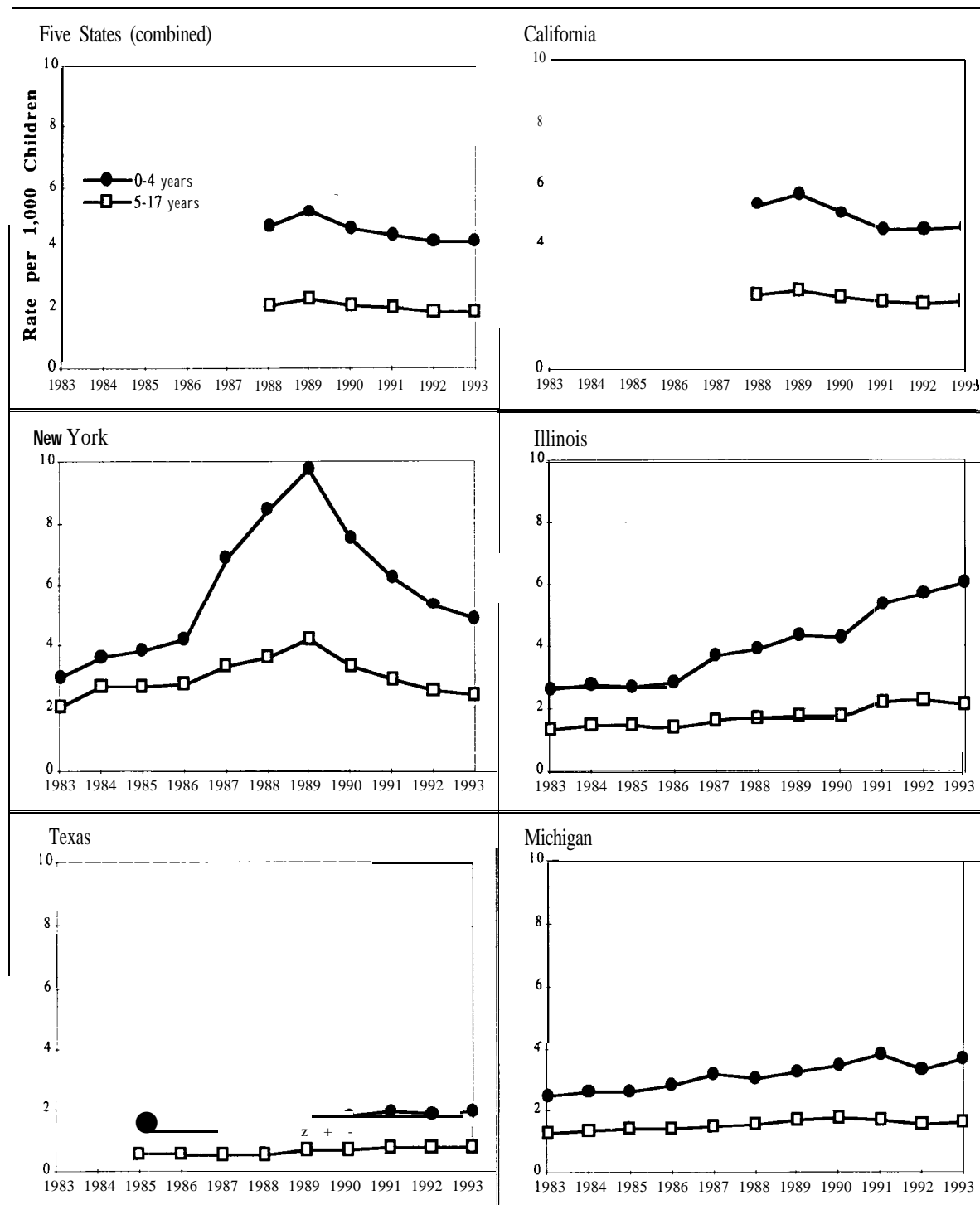
IV

DURATION OF FOSTER CARE SPELLS

Once children have been removed from their homes, the length of time that. they remain in out-of-home placement is often seen as an indicator of how well the child welfare system is serving children and families. Clearly, the duration of foster care episodes is a major factor in determining of the size of the foster care population. While entry statistics, such as the rates discussed in the previous section, tell us how many children enter the system, duration distributions tell us how long children stay. Together, these two components fully explain the size of a foster care population at any point in time. Because entry rates and duration distributions can change independently, separate analysis of these two components provides a rich description of the dynamics underlying a child welfare system. Similarly, we can learn much by seeing the extent to which either component varies between children with different characteristics, among subgroups of children, across places, and over time.

While measuring the duration of foster care episodes is conceptually simple, the empirical analysis of durations is methodologically complex. Most work in this area has been based on cross-sectional sampling and retrospective measurement, an approach that overemphasizes the experience of children who remain in care for long periods of time. Another strategy, sampling only from completed cases, overemphasizes the experience of children with short-term foster care experiences. Ideally, we would like to have complete empirical observations of the length of stay in foster care in care for all members of a series of entry cohorts.   But, because the longer spells in care last well over 10 years, by the time these statistics are compiled their relevance would be largely historical. Fortunately, a set of empirical tools called *event history models* have been developed that allow us to estimate and analyze most of the characteristics, of duration distributions from data that contain many incomplete (censored) observations. Results produced by event history techniques should not contain any systematic sampling bias.

The current analysis of foster care durations focuses on the length of the first spell in placement for each child.[1] Over 80 percent of all observed spells in the Archive are first spells, so this simplifying approach captures most of the activity in a manner that is readily comparable across states. The topics of subsequent spells and reentry to foster care will be addressed in the next full Archive report.

Estimated Median Durations

Most duration findings presented here are summarized by the median of the distribution, or the time by which precisely 50 percent of the children will have left foster care. Because the median represents only one attribute of the full distribution, a few results

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[1] To obtain valid comparative data, only first spells of over four days in length are analyzed. Most of the variation observed for spells of four days or less was attributed to differences between states in reporting procedures rather than to actual differences in child welfare practice.

are also presented for the first quartile (25th percentile) of the distribution. For another view of durations, tables presenting time-to-discharge for annual entry cohorts are presented in each state's section of the Appendix at the end of this report.

The length of time a child is expected to remain in care varies widely between the five states and among different subgroups within each state. **Table 4** presents estimated median durations in months for all first spells that started between 1988 and 1993. The overall statewide medians are shown in the first row, followed by a series of measures for racial/ethnic subgroups, regional categories, and age-at-entry categories within each state. The statewide medians are quite different, ranging from just under 9 months in Texas to almost 3 years in Illinois. Therefore, for a typical group of children removed from home for the first time, we can expect that it will take about four times longer for half of them to leave care in Illinois than it would in Texas.

TABLE4
Median Duration* (in Months) of First Placement Spell by Region,**
Race/Ethnic@, Age Category, and Discharge Destination: 1988-93

	California	Illinois	Michigan	New York	Texas
State	18.1	34.8	12.0	24.5	8.7
Region					
Primary	22.4	64.5	18.5	33.9	7.6
Balance	16.4	14.7	9.6	13.5	9.3
Race/Ethnicity					
White	14.6	13.6	10.3		**8.0**
African	31.7	55.5	14.8		9.0
Hispanic	15.2	21.6	8.2		8.3
Other	13.5	23.1	11.2		10.6
Age Category					
Less than 1 year	25.3	36.5	17.9	42.5	10.6
1 to 2	18.1	38.5	12.2	28.4	7.3
3 to 5	17.6	40.0	12.0	28.4	7.0
6 to 8	17.6	41.7	12.4	27.8	7.8
9 to 11	17.5	39.2	11.9	24.6	9.0
12 to 14	13.1	30.6	9.5	13.3	11.8
15 to 17	10.6	20.2	8.0	11.1	10.1

* Median duration is estimated using Kaplan-Meier method.
** Los Angeles County, California; Cook County, Illinois; Wayne County, Michigan; New York City, New York; Harris and Dallas Counties, Texas.

The estimated medians tabulated for specific subcategories of foster children in **Table 4 are** presented graphically on the following pages.

Figure 13 displays the median durations for children from the primary urban county in each state, in contrast to those for children from the remaining regions of the state. In four of the five states, durations are higher in the primary urban places. For Illinois, the Cook County median had been too large to estimate with the cumulative 1988-92 data in the previous Archive report. The longer time series that resulted from adding another year's history for this update shows a Cook County median of over 5 years, which is more than four times as long as the corresponding estimate for the remainder of the children in care in Illinois. Only Texas shows higher median durations in the areas of the state outside of its largest urban (Harris and Dallas) counties.

FIGURE 13
Median Duration by Region: 1988-93
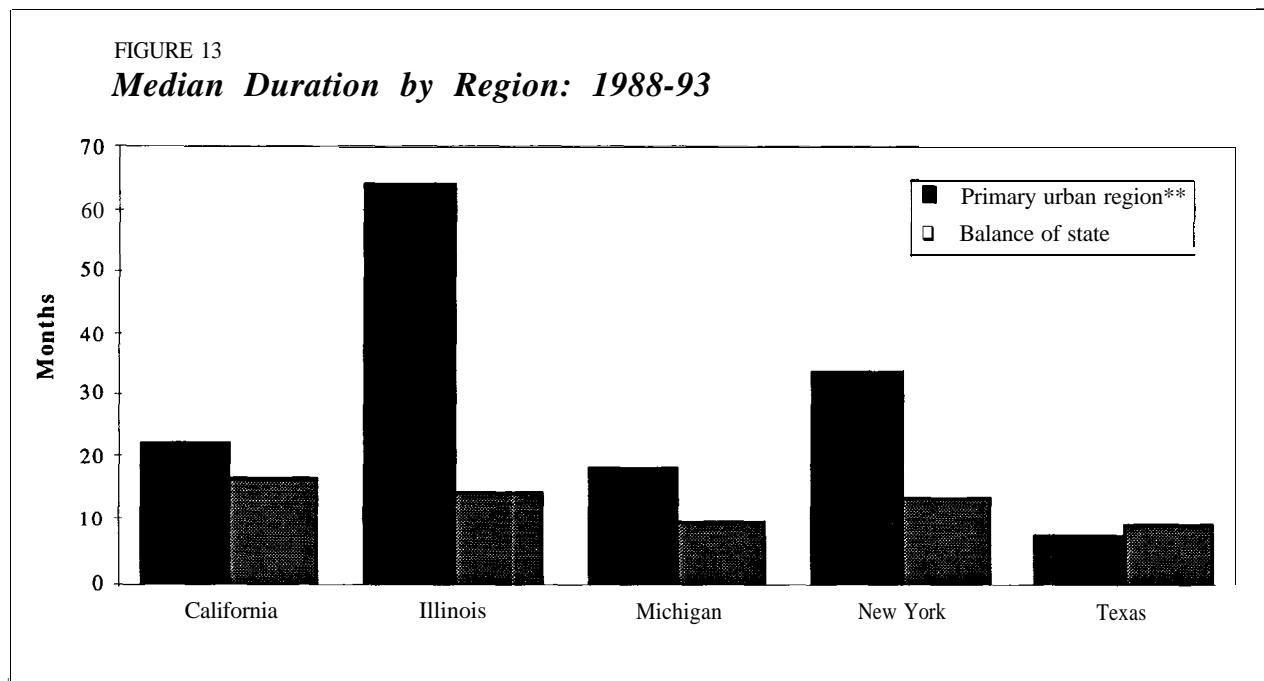
Foster care experience is also known to vary by the racial and ethnic characteristics of these children and their families. **Figure 14** shows median durations of first spells in care for children classified as white, African American, Hispanic and other. (This "other" group consists of Asians, Native Americans, unknowns, and a growing number of multi-ethnic children). The length of time spent in a first placement spell is indeed much greater for African American children than for all other groups in Illinois, California, and New York. All states show white children as having relatively shorter durations than children in the remaining race/ethnic categories. The median durations for Hispanics are relatively long compared to whites in Illinois and New York, and relatively short in Michigan.

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FIGURE 14
Median Duration by Race/Ethnic&y: 1988-93
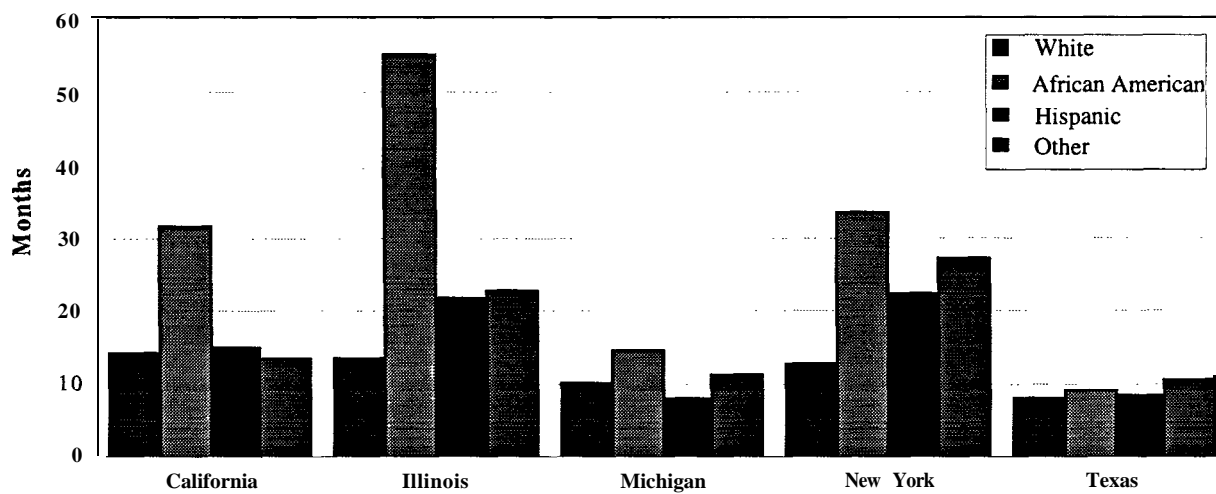
Age composition is one of the more important defining elements of the foster care population. The examination of entrants to foster care in the previous section showed that the proportion of young children, particularly infants, being admitted to the child welfare system for the first time has been growing in recent years. The median duration by age statistics presented in **Figure 15** show that the age of a child can also be related to the length of time that the child is expected to stay in foster care. In California, Michigan, and New York, children who enter foster care as infants are remaining in care longer than those in any other entry age group. For New York , the median duration for infants is over 42 months, more than 1 year longer than for any other children. In Illinois and Texas, the median duration for infants is also relatively high, although not the longest in either state.

Each of the medians in Table 4 and Figures 13 through 15 were based on data that pooled all foster care entrants from 1988-93. Duration distributions also can change over time, as the presentation of estimated median durations for annual first-entry cohorts demonstrates. **Figure 16,** drawing from the same five-state, 7-year data discussed so far in this section, shows several patterns. In New York, the median duration fell continuously, so that the median time to exit was more than 1 year shorter in 1992 than it had been in 1988. California also showed an aggregate drop over this time period, while the medians for Michigan and Texas remained fairly stable. In Illinois, however, the median duration increased by about 10 months between 1988 and 1990. Median durations could not be estimated for 1993 entrants in any state except Texas. The inability to estimate the statistic is caused by the empirical situation of too few actual discharges having occurred before the most recent data observation in December 1993. In Illinois, the final three annual estimates could not be computed, suggesting that the 1991 median is even larger than the 1990 estimate of 29 months.

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FIGURE 15
Median Duration by Age at Entry: 1988-93
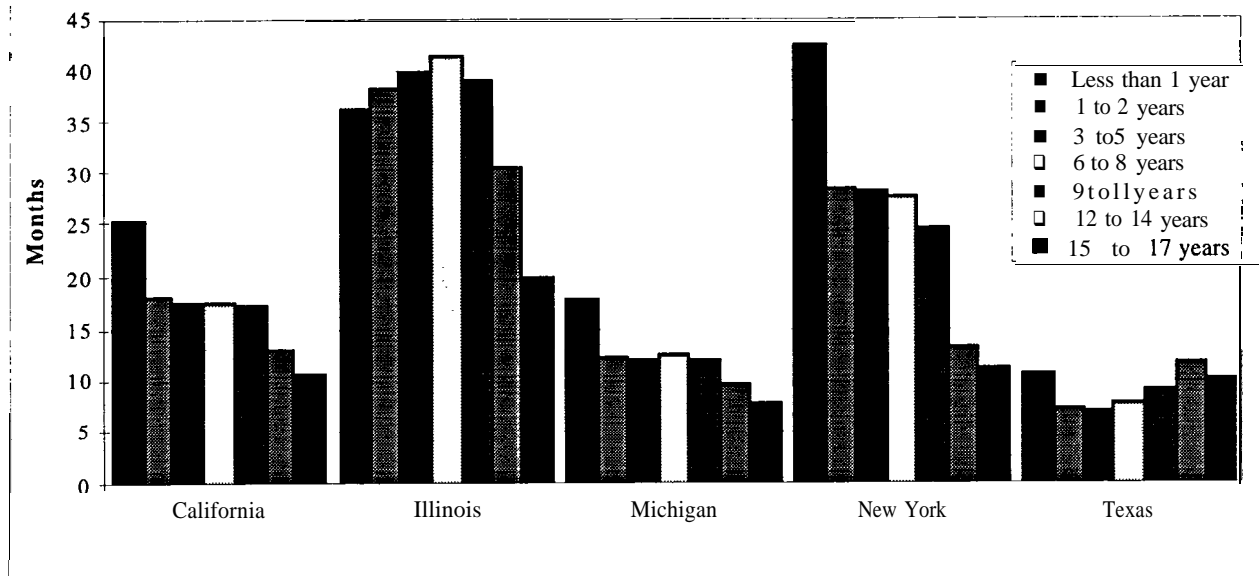
It might appear from the 7-year series in Figure 16 that, except for the Illinois case, foster care durations have been staying level or decreasing in recent years. **Figure 17** presents the same 'statistic for the 1 l-year period from 1983-93 for Illinois, Michigan, and New York. Given the perspective of this longer time series, the decrease previously noted in New York might now be viewed as an downward "adjustment" in a longer period of aggregate growth. The broad and curving pattern of median durations over time in New York, however interpreted, does provide insight into the degree to which significant attributes of the child welfare population can change. Clearly, vacillations of such large magnitude reflect changing policy decisions by the state agency as well as changes in the nature of the population being served.

Figures 18 and 19 reproduce the two previous graphs, substituting first quartile duration statistics for medians. Overall, the time series patterns for the first quartile durations reproduce the trends shown by the medians, although with somewhat more stability. This similarity suggests that the duration distribution, while highly dynamic in level, appears to be rather stable in form. The most important new data represented in these figures are the recent first quartile estimates for those states where medians could not be estimated. Because the quartile estimates can be based on fewer completed spells, these can provide an earlier indication of the trend of case durations.

The 1993 first quartile durations for California, Michigan, New York, and Texas provide no suggestion that the recent duration patterns are about to change. However, in Illinois, the first quartile duration value more than doubles, moving from 5.6 months to 13.9 months between 1990 and 1992. This would lead us to expect that both the 1991 and 1992 medians, which could not be empirically estimated from the data, will both be significantly higher than the last available estimate of 29 months in 1990. Illinois' recent increases in the length of stay in foster care appear to be far greater than those observed in New York between 1986 and 1988.

FIGURE 16

Median Duration by Year of Entry: Five States
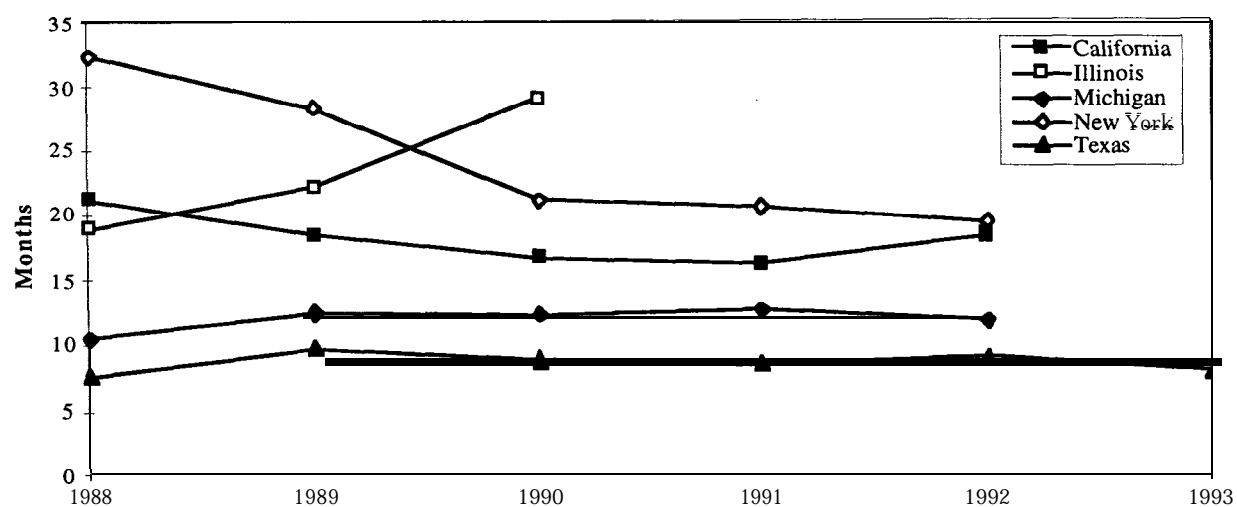
FIGURE 17

Median Duration by Year of Entry: Illinois, Michigan and New York

26
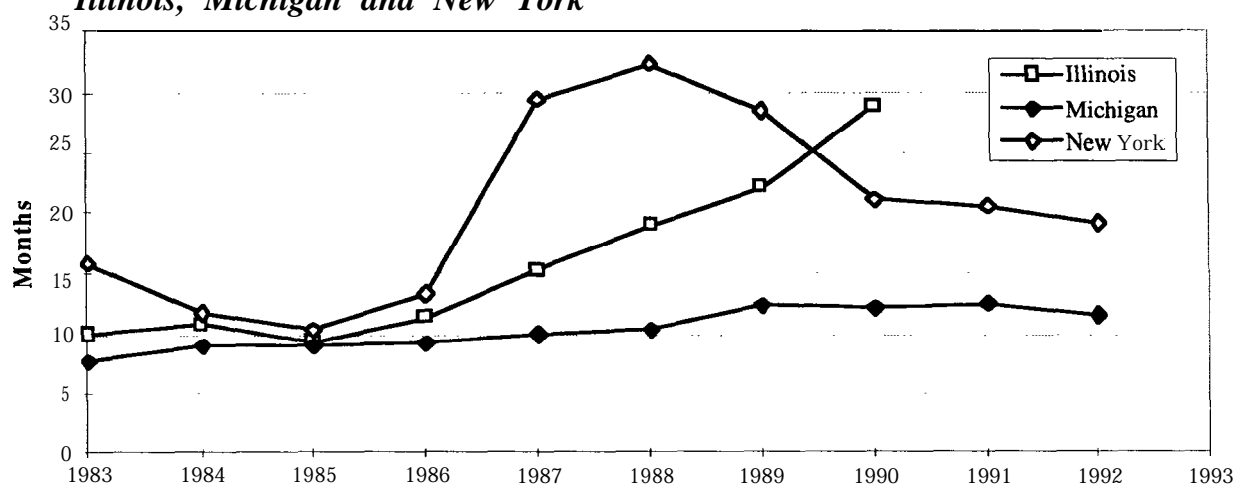
FIGURE 18
First Quartile Duration by Year of Entry: Five States
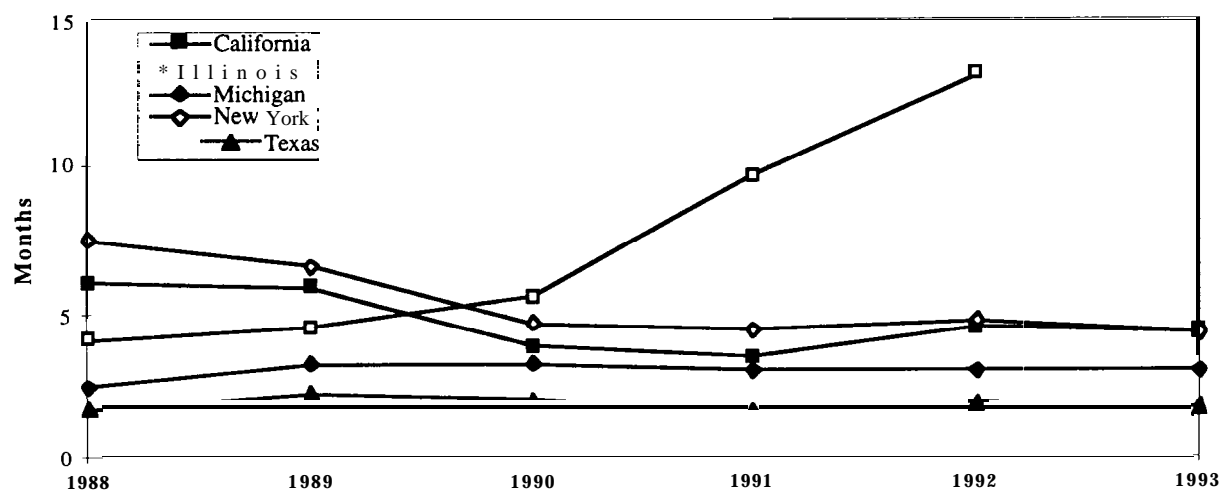
FIGURE 19
**First Quartile Duration by, Year of Entry:
Illinois, Michigan and New York**

27
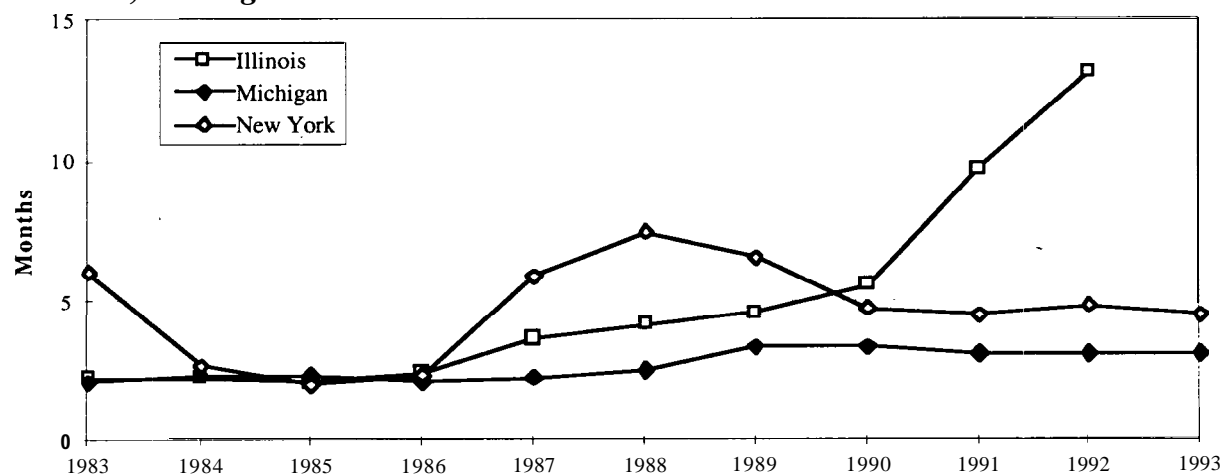
This examination of how the length of first spells can vary by characteristics of the children and time of entry has been presented in a univariate manner, independently considering one variable at a time. We know that region, ethnicity, and age composition are empirically interrelated, and that apparent variation in the levels of a measure for the categories of one of these variables might be partially explained by the measures variation between the levels of another variable.

Sorting out these possible interdependencies requires applying multivariate methods that consider each of the related factors simultaneously. The first Archive report contained an analysis based on a set of proportional hazards models that included each of these variables, as well as kinship care and gender, in evaluating duration. This work is not reproduced here, and the interested reader should refer to that document. The overall conclusion was that each of the univariate effects presented here did have some independent relationship with duration, even with the other factors being controlled. These multivariate analyses will be updated and extended for the next Archive report.

V

CROSS-SECTIONAL TIME SERIES INDICATORS

A familiar method for comparing levels of foster care activity between places is based on the computation of prevalence rates, which indicate how many children, per 1,000 children in the general population, are in foster care at a given time. Because they are based on cross-sectional caseload and population counts, prevalence rates are a rather crude analytic tool. Caseload counts are the product of two separate processes: the entry of children into foster care and their duration of stay once in placement. Simple prevalence measures can confuse these two processes, so analytically we prefer to examine incidence rates of entry and duration distributions separately. But, prevalence measures still provide a good comparative indicator of the magnitude of the foster care population, and are suggestive of the overall impact of child welfare activity within a state, so we include them here for this purpose.

Figure 20 presents end-of-year prevalence rates for each of the five Archive states for the 11 years from 1983-93. For each state, the shape of the curve over time closely resembles the curve for caseload counts that was shown in Figure 2. What is different is the relative vertical position and ordering of the states, as these numbers are adjusted for the state's child population size. Since 1987, New York has had the highest rates, with as many as 14 children per thousand being in care at a single point in time. Texas has had the lowest rates, ranging between 1 and 2 children per thousand in care. In 1993, a child from New York was almost seven times as likely to be in state care than a child in Texas. The recent increase in the size of the foster care caseload in Illinois is reflected by the fact that its prevalence rate surpassed California's by 1992, and is approaching New York's quickly.

FIGURE 20
Foster Care Prevalence Rates

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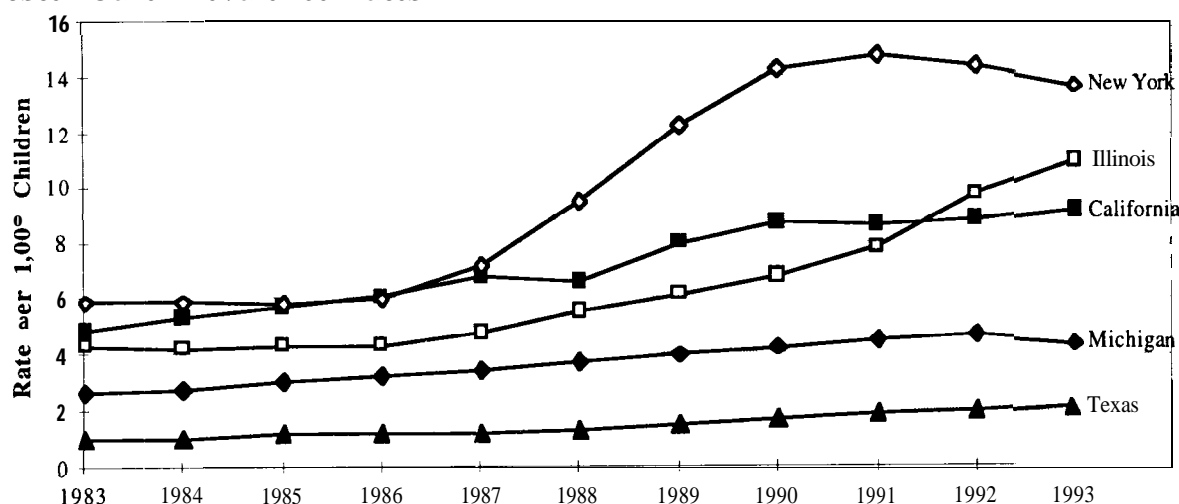
FIGURE 21
Foster Care Prevalence Rates by Age

30
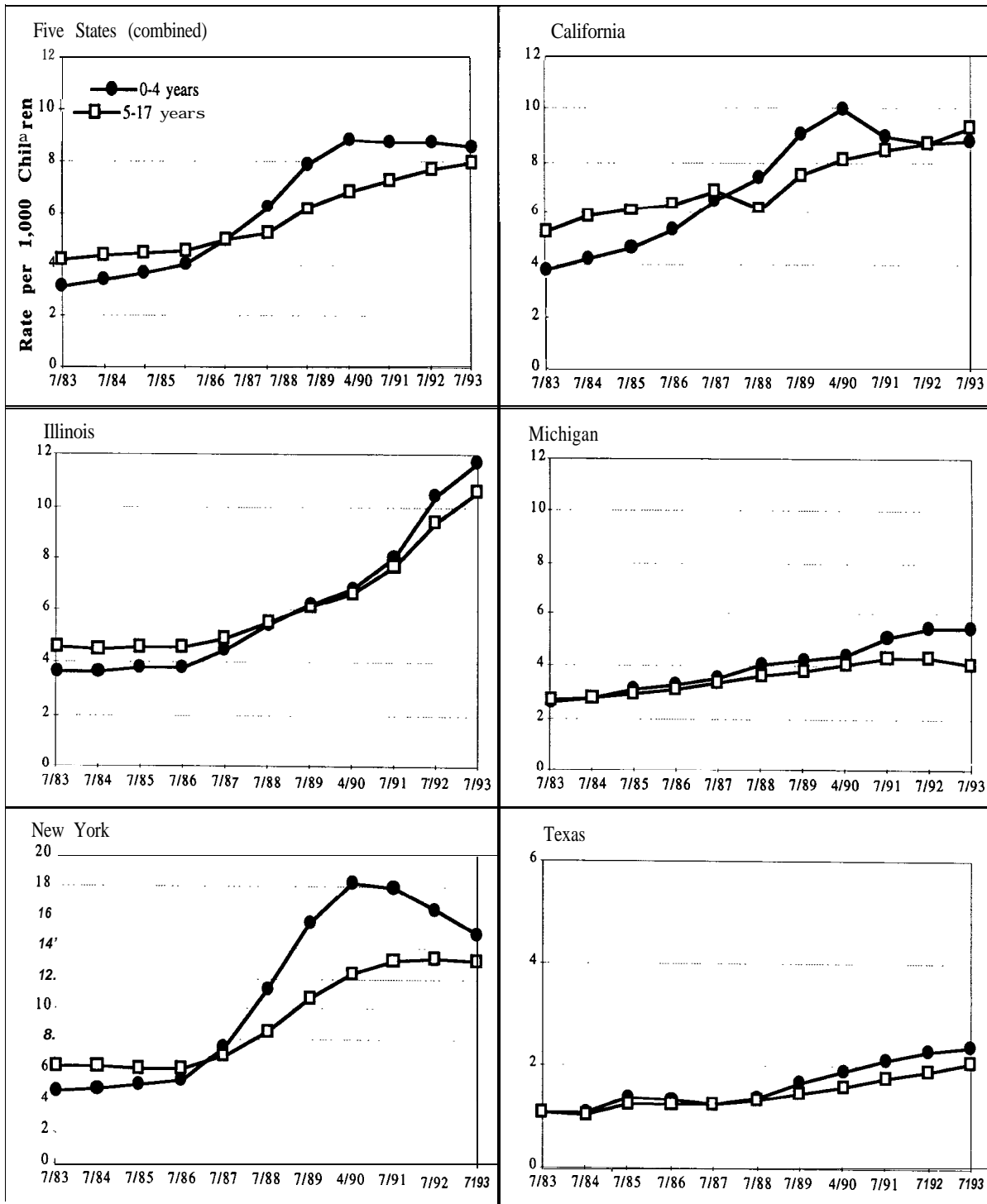
Separating out age groupings, **Figure 21** shows foster care prevalence rates for children ages O-4 years and 5-17 years. The two rates typically are similar to one another, although there is a tendency for the O-4 year rates to exceed the 5-17 year rates in the more recent years. Because foster children who are O-4 years of age will eventually become part of the 5-17 year age group if they stay in foster care, we might expect the older group to have higher rates. From this perspective, the pattern of higher prevalence among the O-4 group is rather dramatic evidence of the increased involvement of young children in foster care. While prevalence has increased for both age groups in all states since 1983, we can see that there is more variability in the rates for children ages O-4 than for children ages 5- 17.

Types of Substitute Care Placement

Except for the brief section on kinship care, the information presented in this update has dealt with foster care in the broadest sense. All out-of-home placement under state supervision for reasons of abuse/neglect or dependency has been termed foster care. In practice, the substitute out-of-home living arrangements for these children involve placement in a number of types of caregiving facility. **Figure 22** presents the annual usage of living arrangements in each state by placement type, and tracks the change in placement type utilization over time. The categories of care are defined as: regular family foster care (foster care), kinship family foster care (relative care), and group homes and institutions (congregate care). Because kinship placements can be identified reliably only in California, Illinois, and New York, the plots for Michigan and Texas show only two categories. Certain placement types (including those coded 'unknown' or 'other', independent living, runaways, etc.) are excluded from these comparisons. The measurement of usage levels was done using a method that computes the aggregate number (provided by the state within a calendar year) of child-days of service in each type of care. These graphs present both absolute counts (in millions of days of service provided per year) and as percentage distributions. Here, they are all displayed on facing pages to promote comparisons. Larger versions of these same figures, and the corresponding numerical values are presented in each state's section of the Appendix.

The tables in Figure 22 indicate that institutional placements have comprised a relatively small portion of the total volume of substitute care services provided by these states, and that use of congregate care facilities has, for the most part, been fairly stable over the past 6 or 11 years. The form of this stability differs between states. For New York and Michigan, congregate care use has remained stable in absolute terms, with a. similar number of child-days of service provided each year. In contrast, the use of congregate care in Illinois and Texas has remained level in relative terms, with similar proportions of all out-of-home care services being provided in institutional or group settings each year. Only California shows a moderate growth in the share of congregate placements.

These tables also document a marked growth in the importance of kinship placements. In California, a rather stable 40 percent of child-days in substitute care have been provided by relatives since 1988. In New York and Illinois, relatives now provide one-third to one-half of all state-supervised out-of-home care. While the absolute number of days spent in family foster care has increased in all states in recent years, the proportional share of the caseload in these placement has decreased in all states where relative care is identified.

FIGURE 22
Days of Substitute Care Provided by Year and Type

Counts of Care Days: California

Percent of Care Days: California

Counts of Care Days: Illinois

Percent of Care Days: Illinois

Counts of Care Days: New York

Percent of Care Days: New York

FIGURE 22 (continued)

Counts of Care Days: Michigan

Percent of Care Days: Michigan

Counts of Care Days: Texas

Percent of Care Days: Texas

Counts of Care Days: 5 States (combined)

Percent of Care Days: 5 States (combined)
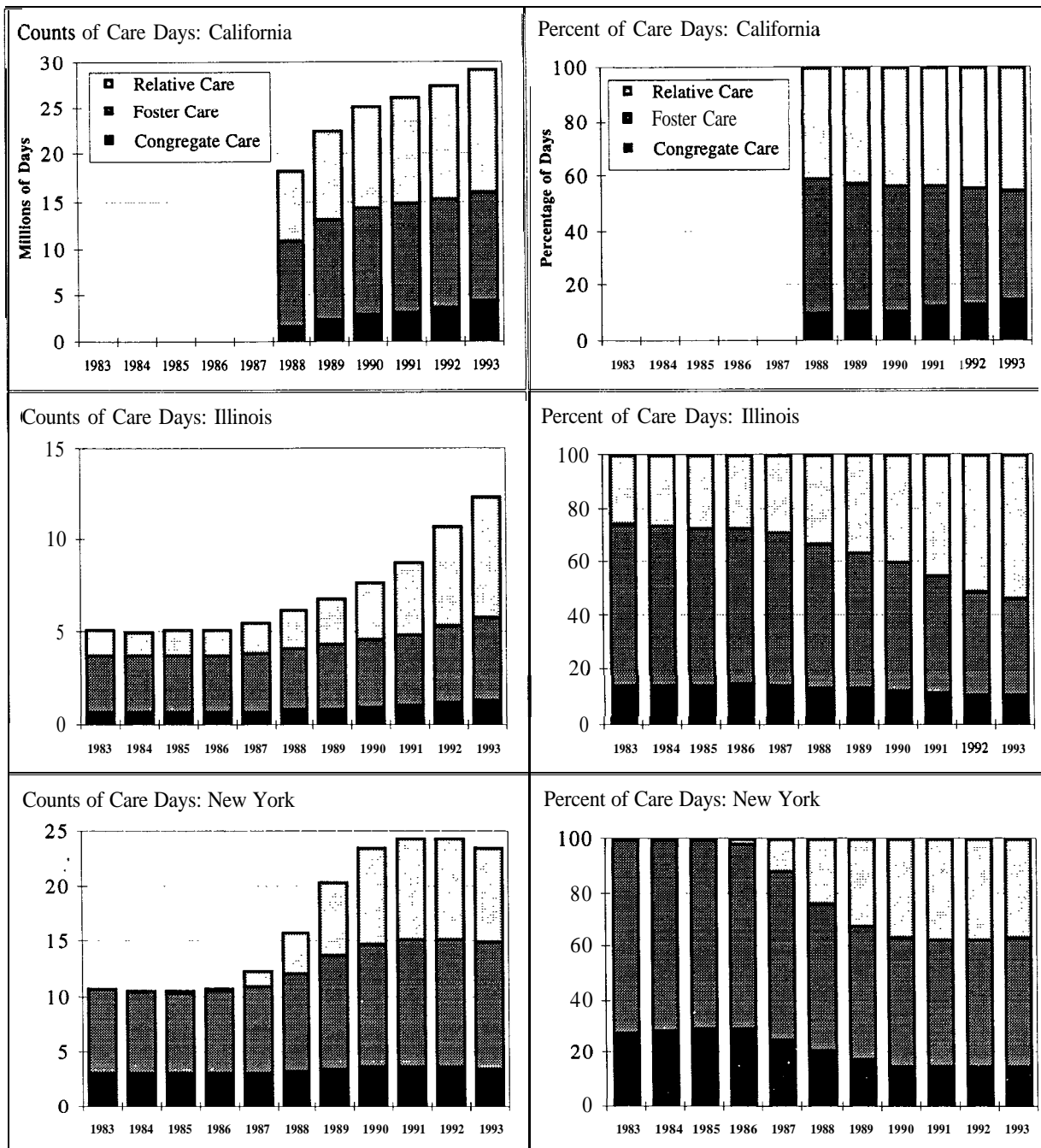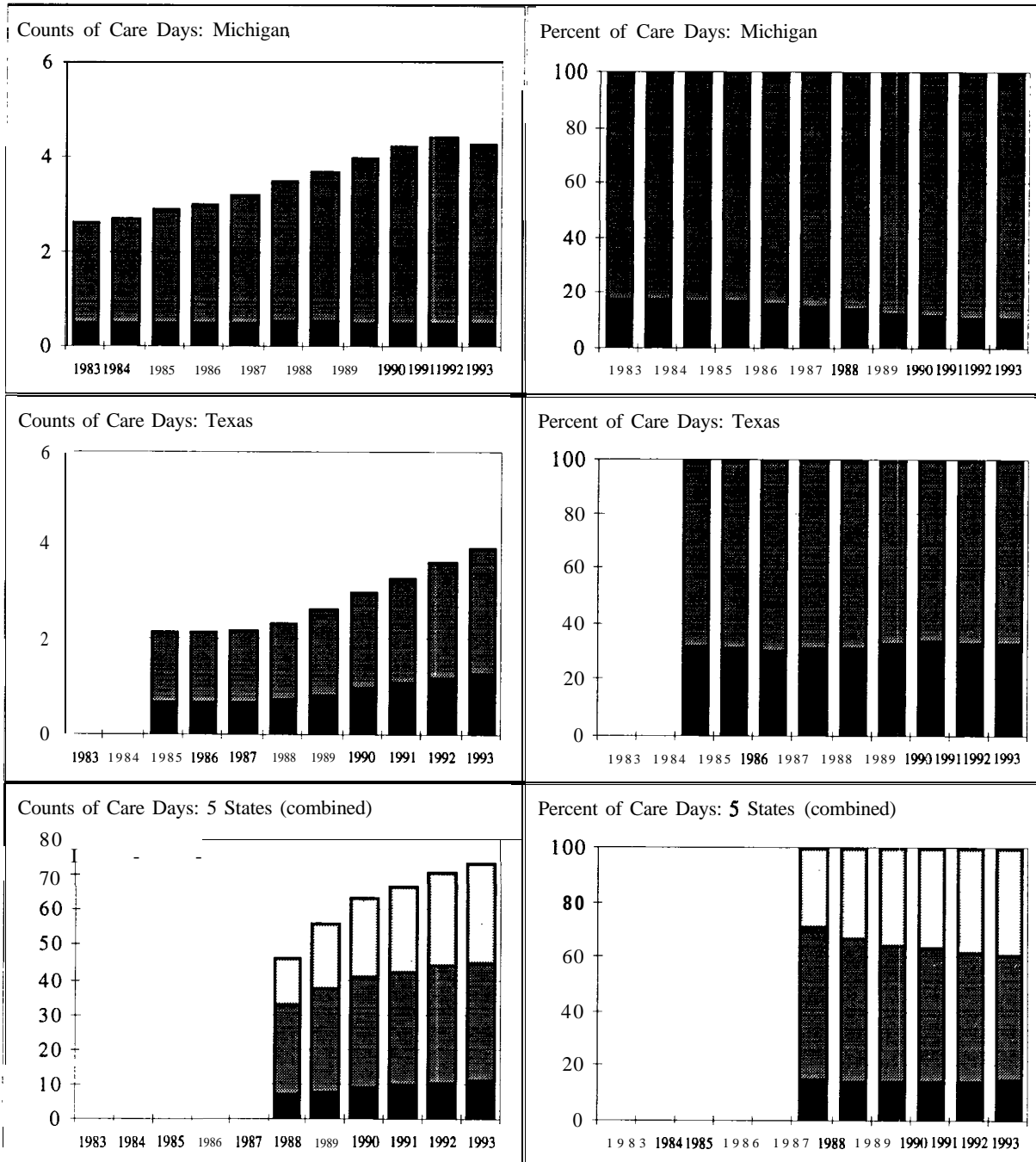
APPENDIX

DETAILED STATE DATA TABLES

This section contains a set of tables and figures detailing local foster care counts and indicators for each of the five Archive states.

Table 1
Figure 1   **Foster Care Census.**

Annual counts of the total number of admissions to foster care, discharges from care, net change in the foster care population, and end-of-year (December **31) cross-sectional foster care population.** The admission and discharge data is not unduplicated, i.e. it may contain multiple counts for the same child if that child experienced more than one spell in foster care within the given year.

Table 2   **Children Leaving Foster Care by Time in Care.**

Counts and percent distribution of time to exit from start of the first placement spell for annual cohorts of new entrants to care. Used to describe duration and changes in the distribution of spell lengths over time. The percentages presented are cumulative, giving the total percent of children who left care before a given length of stay. The shaded cells represent time intervals which were not fully experienced by all members of the cohort as of December 1993, the end of the period of observation. Thus, the information in these cells must be interpreted as only partially complete.

Table 3   **Foster Care Prevalence Rates by Age, Race/Ethnicity, and Gender.**

Age/gender/ethnic specific foster care prevalence rates for April 1990. These were obtained by dividing the number of foster children with a set of characteristics by the total number of children in the state with those same characteristics, and multiplying the result by 1,000. This provides a detailed breakdown of prevalence rates for one cross-section of the foster care population. This date was selected because the the source of age/race/sex specific denominators is the decennial U.S. Census for 1990.

Table 4
Figure 2   **Days of Substitute Care Provided by Type of Care and Year.**
Figure 3   These are the tables that were presented and described as Figure 22 from Section V of this report. This shows counts (in millions of care-days provided) of the annual distribution of child welfare services by placement-type category. Figure 22 is laid out to promote cross-state comparison of trends and patterns, but it is not helpful for the analyst who wishes to retrieve specific data. This format presents numbers and graphs that can be read clearly.

TABLE C-I
Foster Care Census: California

Year	Admissions	Discharges	Net change	Foster care population
1983				32,520
1984				36,540
1985				39,666
1986				43,599
1987				49,990
1988	28,311	17,095	11,216	55,393
1989	32,049	20,772	11,277	66,670
1990	29,866	25,906	3,960	70,630
1991	29,215	27,102	2,113	72,743
1992	29,796	25,452	4,344	77,087
1993	3 1,473	25,913	5,560	82,647

FIGURE C-I
Foster Care Census: California
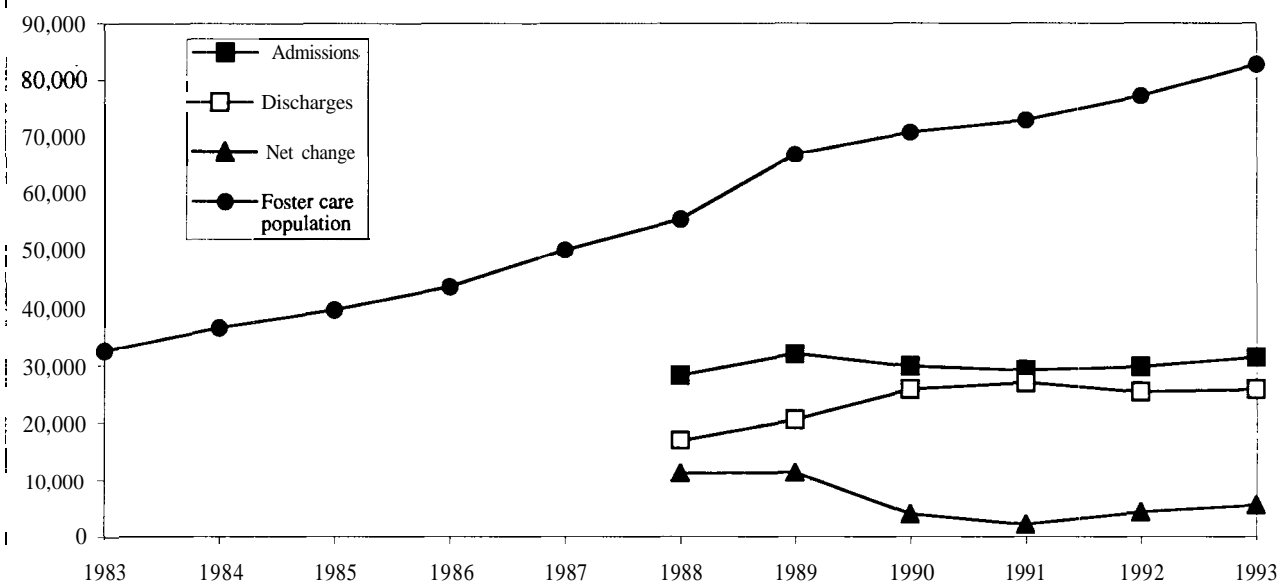
*Counts for 1983-87 from published state data.

TABLE C-2

Children Leaving Foster Care by Time in Care: California

Cumulative number and percentage of children who left first spells in foster care. Time in care is the months elapsed from the date
of first placement until the child returned home or the case was closed, whichever came first. Cumulative percentage is the
proportion of all cases closed by the end of the specified time period.

Cumulative Counts	1988	1989	1990	1991	1992	1993
Total placed	24,850	27,483	24,934	23,746	24,090	25,306
Still in care as of 12/93	5,514	6,650	7,131	8,492	12,347	18,433
Discharged from care						
Before 1 month	2,622	2,669	2,953	2,806	2,609	2,758
Before 3 months	4,765	5,096	5,545	5,504	5,092	4,981
Before 6 months	6,133	6,862	7,298	7,267	6,705	6,146
Before 12 months	8,760	10,141	10,422	10,201	9,429	6,873
Before 18 months	11,283	13,370	13,044	12,558	11,270	N/A
Before 36 months	15,880	18,508	17,062	15,254	11,743	N/A
After 36 months	19,336	20,833	17,803	N/A	N/A	N/A

Cumulative Percentages	1988	1989	1990	1991	1992	1993
Total placed	100%	100%	100%	100%	100%	100%
Still in care as of 12/93	22.2%	24.2%	28.6%	35.8%	51.3%	72.8%
Discharged from care						
Before 1 month	10.6%	9.7%	11.8%	11.8%	10.8%	10.9%
Before 3 months	19.2%	18.5%	22.2%	23.2%	21.1%	19.7%
Before 6 months	24.7%	25.0%	29.3%	30.6%	27.8%	24.3%
Before 12 months	35.3%	36.9%	41.8%	43.0%	39.1%	27.2%
Before 18 months	45.4%	48.6%	52.3%	52.9%	46.8%	N/A
Before 36 months	63.9%	67.3%	68.4%	64.2%	48.7%	N/A
After 36 months	77.8%	75.8%	71.4%	N/A	N/A	N/A

Shaded figures are proportionally low, as these intervals have not been fully observed

TABLE C-3

Foster Care Prevalence Rates by Age, Race/Ethnic@ and Gender: California 1990

Children in foster care per 1,000 in the general population on April 1, 1990.

	White	African American	Hispanic	Other	Total
Male					
Less than 1 year	6.36	49.99	4.74	1.65	8.84
1 to 2 years	7.99	58.52	5.89	2.57	10.81
3 to 5 years	7.17	51.05	5.79	1.50	9.59
6 to 8 years	6.34	45.55	5.19	1.56	8.48
9 to 11 years	6.16	39.84	4.91	1.64	7.99
12 to 14 years	5.91	31.86	3.96	1.86	6.90
15 to 17 years	4.92	22.73	2.55	2.74	5.19
Total	6.40	42.21	4.73	1.93	8.19
Female					
Less than 1 year	6.04	48.81	4.34	1.93	8.55
1 to 2 years	8.00	58.04	6.13	1.58	10.88
3 to 5 years	7.28	49.01	5.83	2.16	9.64
6 to 8 years	6.74	45.12	5.75	1.92	8.91
9 to 11 years	6.61	45.10	5.30	1.84	8.87
12 to 14 years	7.70	40.62	6.02	2.87	9.32
15 to 17 years	8.76	33.72	5.49	3.71	9.03
Total	7.36	45.45	5.64	2.34	9.34
Male and female					
Less than 1 year	6.20	49.41	4.55	1.79	8.70
1 to 2 years	7.99	58.28	6.01	2.09	10.84
3 to 5 years	7.22	50.04	5.81	1.82	9.62
6 to 8 years	6.53	45.34	5.46	1.74	8.69
9 to 11 years	6.38	42.43	5.10	1.74	8.42
12 to 14 years	6.78	36.19	4.97	2.35	8.08
15 to 17 years	6.79	28.08	3.94	3.20	7.03
Total	6.86	43.81	5.17	2.13	8.75

TABLE C-4

Days of Substitute Care Provided by Year and Type of Care: California

Count of care days

(in millions)	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Type of Placement											
Relative Care						7.4	9.5	10.9	11.3	12.2	13.2
Foster Care						9.1	10.6	11.6	11.6	11.6	11.7
Congregate Care						1.8	2.4	2.9	3.3	3.7	4.4
Total						18.3	22.5	25.4	26.2	27.5	29.3

Percent of care days	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Type of Placement											
Relative Care						40.5	42.2	43.1	43.2	44.2	45.1
Foster Care						49.6	47.0	45.6	44.4	42.2	39.9
Congregate Care						9.9	10.8	11.3	12.4	13.6	15.0
Total						100.0	100.0	100.0	100.0	100.0	100.0

FIGURE C-2
Counts of Care Days: California
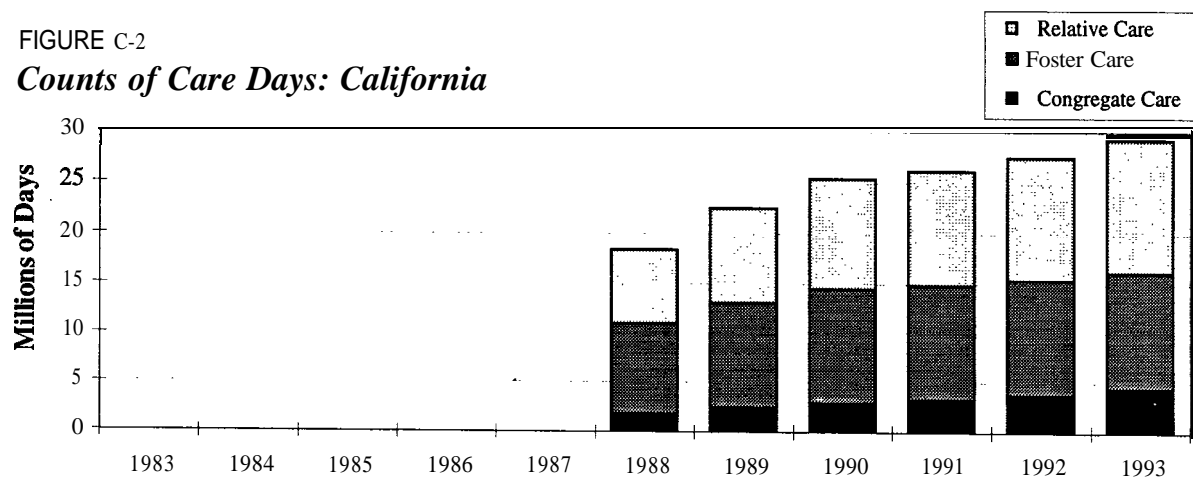
FIGURE C-3
Percent of Care Days: California
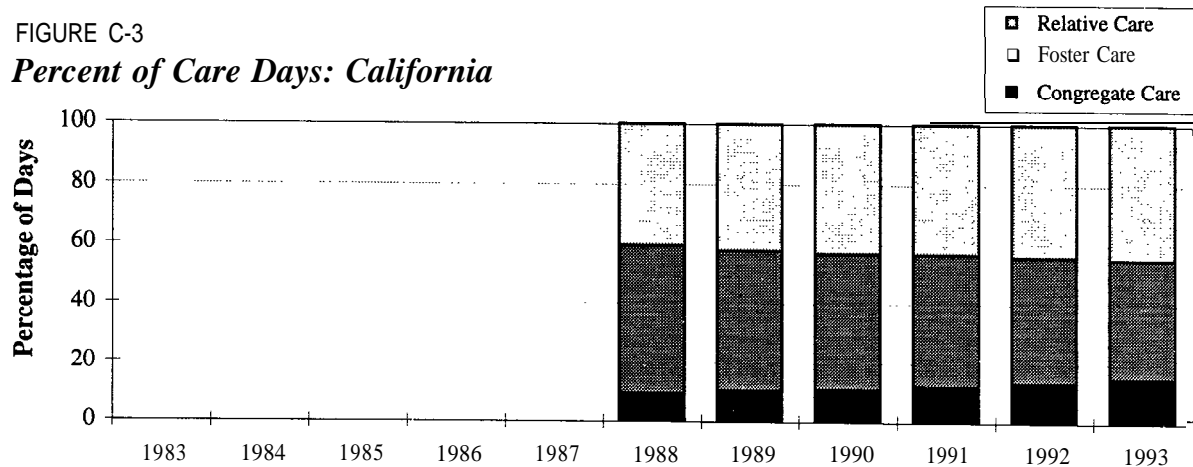
TABLE I-1
Foster Care Census: Illinois

Year	Admissions	Discharges	Net change	Foster care population
1983	6,796	7,212	-416	15,285
1984	7,273	7,318	4 5	15,240
1985	7,225	7,448	-223	15,017
1986	7,214	7,150	64	15,081
1987	8,598	6,558	2,040	17,121
1988	8,631	6,747	1,884	19,005
1989	9,132	6,895	2,237	21,242
1990	9,310	6,676	2,634	23,876
1991	11,415	6,707	4,708	28,584
1992	12,064	6,899	5,165	33,749
1993	12,242	6,583	5,659	39,408

FIGURE I-1
Foster Care Census: Illinois
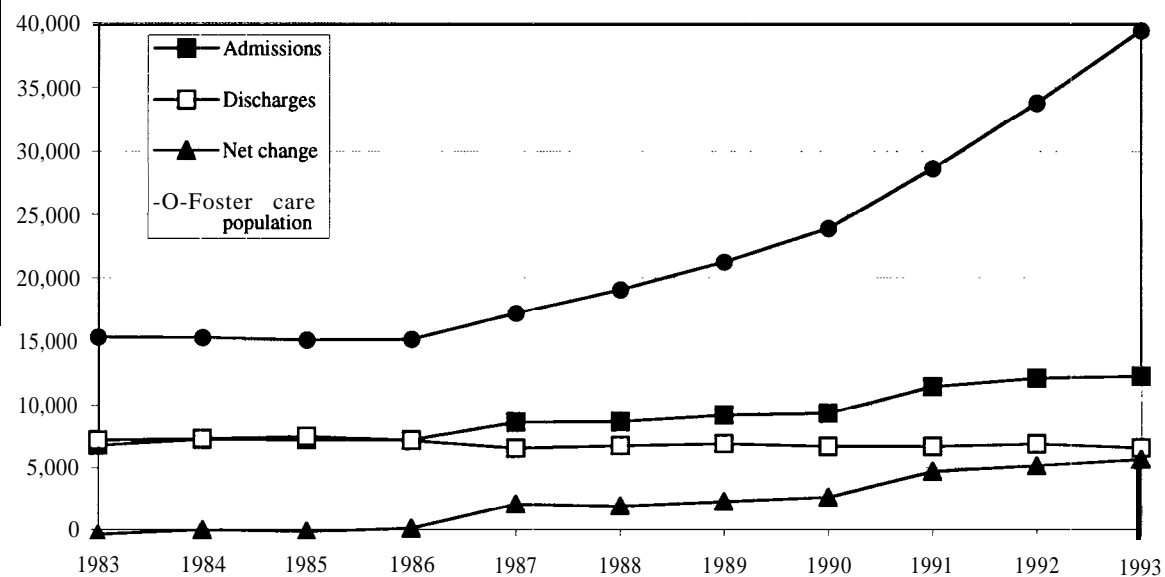
TABLE I-2

Children Leaving Foster Care by Time in Care: Illinois

Cumulative number **and** percentage of children who left first spells in foster **care.** Time in care is the months elapsed from the date of **first** placement until the child **returned** home or the case was closed, whichever came first. Cumulative percentage is the proportion of **all** cases closed by the end of the specified time period.

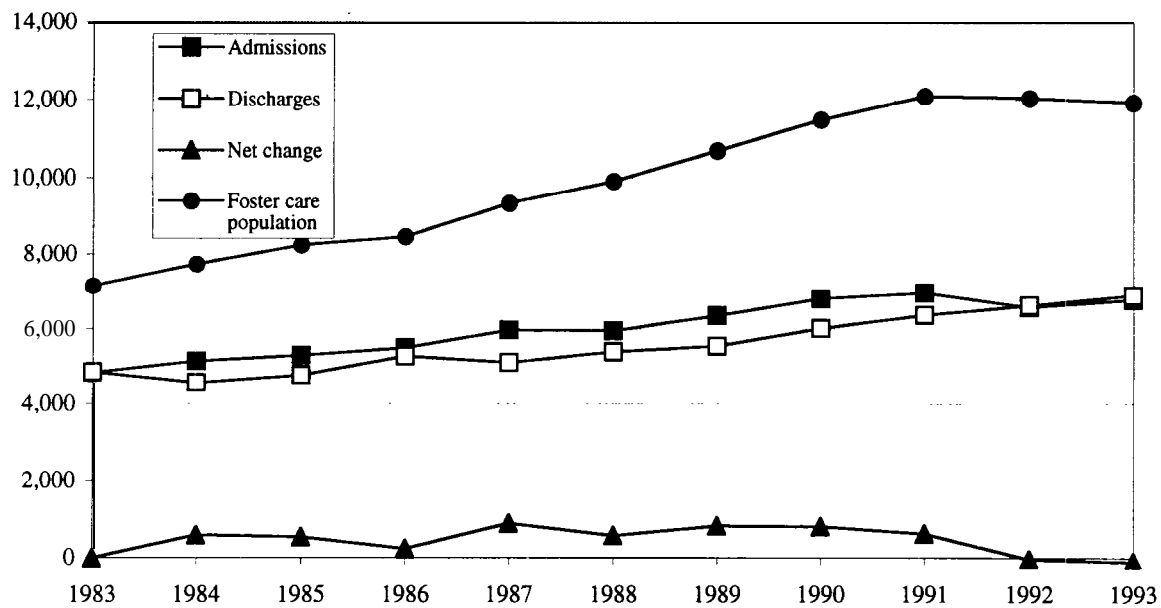| **Cumulative Counts**	1983	**1984**	**1985**	**1986**	**1987**	1988	1989	1990	1991	1992	1993
Total placed	5,394	5,735	5,563	5,612	6,770	6,921	7,412	7,470	9,381	9,986	10,160
Still in care as of 12/93	215	339	436	643	1,306	1,760	2,451	3,193	5,479	7,102	8,788
Discharged from care											
Before 1 month	**738**	**776**	**790**	**733**	**694**	**644**	**643**	**676**	**615**	**570**	**511**
Before 3 months	1,602	1,666	1,691	1,566	1,529	1,430	1,446	1,325	1,259	1,067	929
Before 6 months	2,197	2,262	2,306	2,152	2,176	2,103	2,104	1,923	1,804	1,633	1,229
Before 12 months	2,905	3,002	3,036	2,840	3,072	2,910	2,978	2,641	2,630	2,396	1,372
Before 18 months	3,390	3,555	3,488	3,301	3,614	3,378	3,457	3,118	3,206	2,768	N/A
Before 36 months	4,191	4,359	4,186	4,063	4,474	4,254	4,322	4,059	3,902	2,884	N/A
After 36 months	5,179	5,396	5,127	4,969	5,464	5,161	4,961	4,277	N/A	N/A	N/A

Cumulative Percentages	1983	1984	i985	1986	1987	1988	1989	1990	1991	1992	1993
Total placed	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Still in care as of 12/93	4.0%	5.9%	7.8%	11.5%	19.3%	25.4%	33.1%	42.7%	58.4%	71.1%	86.5%
Discharged from care											
Before 1 month	13.7%	13.5%	14.2%	13.1%	10.3%	9.3%	8.7%	9.0%	6.6%	5.7%	5.0%
Before 3 months	29.7%	29.0%	30.4%	27.9%	22.6%	20.7%	19.5%	17.7%	13.4%	10.7%	9.1%
Before 6 months	40.7%	39.4%	41.5%	38.3%	32.1%	30.4%	28.4%	25.7%	19.2%	16.4%	12.1%
Before 12 months	53.9%	52.3%	54.6%	50.6%	45.4%	42.0%	40.2%	35.4%	28.0%	24.0%	33.5%
Before 18 months	62.8%	62.0%	62.7%	58.8%	53.4%	48.8%	46.6%	41.7%	34.2%	27.7%	N/A
Before 36 months	77.7%	76.0%	75.2%	72.4%	66.1%	61.5%	58.3%	54.3%	41.6%	28.9%	N/A
After 36 months	96.0%	94.1%	92.2%	88.5%	80.7%	74.6%	66.9%	57.3%	N/A	N/A	N/A

Shaded figures are **proportionally** low, as these intervals have not been **fully observed**

TABLE I-3

Foster Care Prevalence Rates by Age, Race/Ethnic@ and Gender: Illinois 1990

Children in foster care per 1,000 in the general population on April 1, 1990.

	White	African American	Hispanic	Other	Total
Male					
Less than 1 year	1.73	21.80	1.33	2.76	5.48
1 to 2 years	2.75	28.84	2.49	6.31	7.63
3 to 5 years	2.75	27.59	2.55	4.68	7.19
6 to 8 years	2.52	27.36	3.12	3.23	6.98
9 to 11 years	2.24	21.57	2.65	2.23	5.90
12 to 14 years	2.98	21.83	2.65	4.06	6.47
15 to 17 years	3.91	19.01	3.12	13.64	6.99
Total	2.78	23.97	2.67	5.52	6.74
Female					
Less than 1 year	1.65	19.31	1.84	3.72	5.14
1 to 2 years	2.46	27.78	2.36	3.88	7.28
3 to 5 years	2.73	27.45	2.60	2.81	7.22
6 to 8 years	2.67	25.62	3.29	3.67	6.93
9to 11 years	2.19	22.33	2.72	2.73	6.11
12 to 14 years	3.17	19.79	2.56	4.11	6.27
15 to 17 years	4.91	20.88	3.63	6.84	7.98
Total	2.94	23.51	2.79	4.00	6.83
Male and female					
Less than 1 year	1.69	20.56	1.58	3.23	5.32
1 to 2 years	2.61	28.32	2.43	5.13	7.46
3 to 5 years	2.74	27.52	2.57	3.76	7.20
6 to 8 years	2.59	26.50	3.20	3.45	6.96
9to 11 years	2.22	21.94	2.68	2.48	6.00
12 to 14 years	3.07	20.83	2.61	4.09	6.37
15 to 17 years	4.39	19.93	3.35	10.34	7.47
Total	2.86	23.75	2.73	4.78	6.78

TABLE 1- 4

Days of Substitute Care Provided by Year and Type of Care: Illinois

Count of care days

(in millions)	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Type of Placement											
Relative Care	1.3	1.3	1.4	1.4	1.6	2.0	2.5	3.0	4.0	5.5	6.7
Foster Care	3.0	3.0	3.0	2.9	3.1	3.3	3.5	3.6	3.8	4.1	4.4
Congregate Care	0.7	0.7	0.7	0.8	0.8	0.8	0.9	1.0	1.1	1.2	1.4
Total	5.0	5.0	5.0	5.0	5.5	6.2	6.8	7.6	8.8	10.8	12.5

Percent of care days	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Type of Placement											
Relative Care	25.8	26.5	26.8	27.0	28.9	32.9	36.2	39.7	44.9	51.1	53.5
Foster Care	59.8	59.1	58.5	58.1	56.9	53.6	50.7	47.3	42.9	37.5	35.4
Congregate Care	14.3	14.4	14.7	14.9	14.3	13.5	13.2	13.0	12.2	11.4	11.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

FIGURE I-2
Counts of Care Days: Illinois
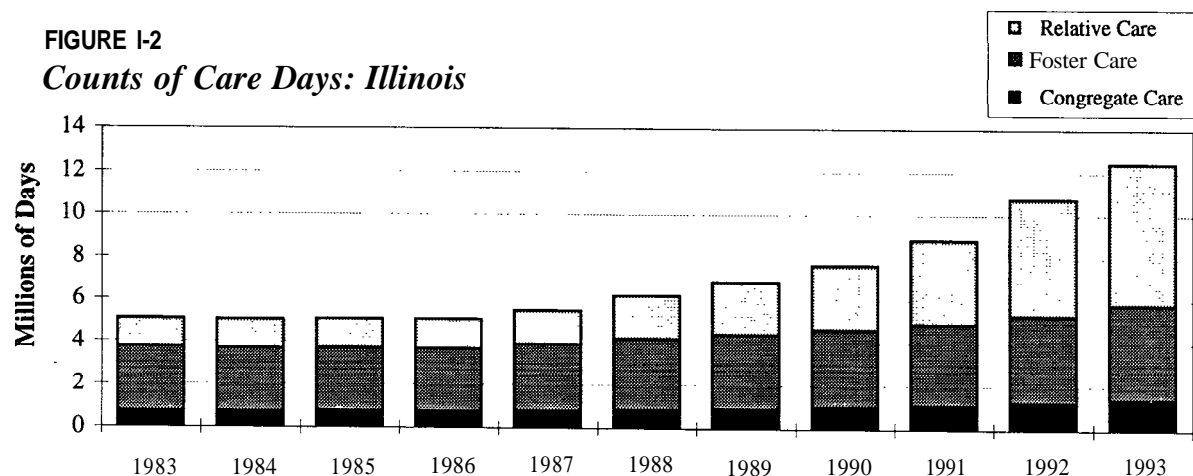
FIGURE I-3
Percent of Care Days: Illinois
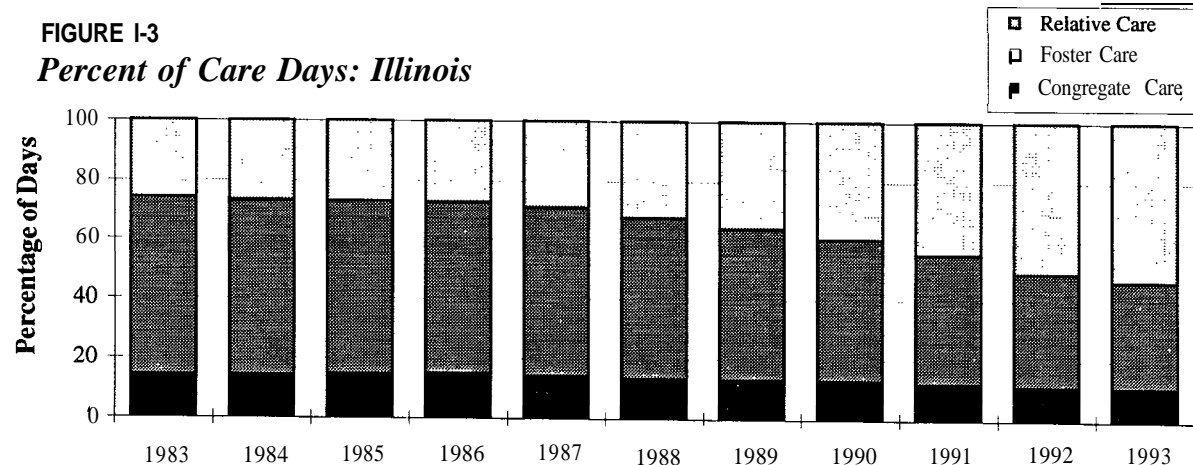
Foster Care Census: Michigan

Year	Admissions	Discharges	Net change	Foster care population
1983	4,833	4,846	-13	7,150
1984	5,142	4,567	575	7,725
1985	5,288	4,771	517	8,242
1986	5,498	5,281	217	8,459
1987	5,977	5,101	876	9,335
1988	5,955	5,390	565	9,900
1989	6,359	5,551	808	10,708
1990	6,819	6,026	793	11,501
1991	6,970	6,366	604	12,105
1992	6,585	6,628	-43	12,062
1993	6,774	6,899	-125	11,937

FIGURE M-I
Foster Care Census: Michigan

TABLE M-2
Children Leaving Foster Care by Time in Care: Michigan

Cumulative number and percentage of children who left first spells in foster care. Time in care is the months elapsed from the date of first placement until the child returned home or the case was closed, whichever came first. Cumulative percentage is the proportion of all cases closed by the end of the specified time period.

Cumulative Counts	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Total placed	4,067	4,249	4,335	4,507	4,795	4,845	5,161	5,615	5,784	5,211	5,482
Still in care as of 12/93	35	48	73	112	185	294	516	760	1,408	1,995	3,711
Discharged from care											
Before 1 month	478	542	592	629	632	590	464	556	629	598	604
Before 3 months	1,264	1,233	1,273	1,353	1,414	1,327	1,206	1,318	1,421	1,268	1,214
Before 6 months	1,825	1,747	1,760	1,887	1,947	1,860	1,755	1,944	2,061	1,842	1,565
Before 12 months	2,327	2,367	2,390	2,503	2,556	2,512	2,544	2,786	2,829	2,641	1,771
Before 18 months	2,722	2,819	2,834	2,943	2,999	2,963	3,082	3,401	3,498	3,120	N/A
Before 36 months	3,338	3,529	3,528	3,709	3,864	3,860	4,061	4,578	4,376	3,216	N/A
After 36 months	4,032	4,201	4,262	4,395	4,610	4,551	4,645	4,855	N/A	N/A	N/A

Cumulative Percentages	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Total placed	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Still in care as of 12/93	0.9%	1.1%	1.7%	2.5%	3.9%	6.1%	10.0%	13.5%	24.3%	38.3%	67.7%
Discharged from care											
Before 1 month	11.8%	12.8%	13.7%	14.0%	13.2%	12.2%	9.0%	9.9%	10.9%	11.5%	11.0%
Before 3 months	31.1%	29.0%	29.4%	30.0%	29.5%	27.4%	23.4%	23.5%	24.6%	24.3%	22.1%
Before 6 months	44.9%	41.1%	40.6%	41.9%	40.6%	38.4%	34.0%	34.6%	35.6%	35.3%	28.5%
Before 12 months	57.2%	55.7%	55.1%	55.5%	53.3%	51.8%	49.3%	49.6%	48.9%	50.7%	32.3%
Before 18 months	66.9%	66.3%	65.4%	65.3%	62.5%	61.2%	59.7%	60.6%	60.5%	59.9%	N/A
Before 36 months	82.1%	83.1%	81.4%	82.3%	80.6%	79.7%	78.7%	81.5%	75.7%	61.7%	N/A
After 36 months	99.1%	98.9%	98.3%	97.5%	96.1%	93.9%	90.0%	86.5%	N/A	N/A	N/A

Shaded figures are proportionally low, as these intervals have not been fully observed.

TABLE M-3

Foster Care Prevalence Rates by Age, Race/Ethnic@ and Gender: Michigan 1990

Children in foster care per 1,000 in the general population on April 1, 1990.

	White	African American	Hispanic	Other	Total
Male					
Less than 1 year	1.90	10.62	0.74	1.96	3.58
1 to 2 years	3.00	14.73	2.01	5.84	5.10
3 to 5 years	2.72	13.05	1.29	6.01	4.41
6 to 8 years	2.50	12.71	2.06	4.12	4.10
9 to 11 years	2.30	10.28	2.15	5.90	3.65
12 to 14 years	2.60	10.59	2.70	6.87	4.02
15 to 17 years	2.54	9.52	1.84	6.65	3.85
Total	2.55	11.58	1.90	5.66	4.10
Female					
Less than 1 year	1.78	9.71	1.14	4.17	3.39
1 to 2 years	2.67	14.18	2.08	7.67	4.83
3 to 5 years	2.86	12.09	0.90	3.76	4.34
6 to 8 years	2.76	10.36	0.64	4.18	3.95
9 to 11 years	2.34	9.62	1.43	4.50	3.56
12 to 14 years	3.06	11.81	2.41	5.61	4.60
15 to 17 years	4.21	11.31	5.47	7.37	5.62
Total	2.91	11.32	2.02	5.30	4.39
Male and female					
Less than 1 year	1.84	10.17	0.94	3.03	3.49
1 to 2 years	2.84	14.46	2.05	6.72	4.97
3 to 5 years	2.79	12.57	1.10	4.88	4.37
6 to 8 years	2.63	11.54	1.35	4.15	4.02
9 to 11 years	2.32	9.95	1.80	5.20	3.60
12 to 14 years	2.82	11.19	2.56	6.24	4.30
15 to 17 years	3.35	10.41	3.61	7.01	4.71
Total	2.73	11.45	1.96	5.48	4.24

Days of Substitute Care Provided by Year and Type of Care: Michigan

Count of care days (in millions)	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Type of Placement											
Relative Care											
Foster Care	2.2	2.3	2.4	2.5	2.7	3.0	3.2	3.5	3.8	3.9	3.8
Congregate Care	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5
Total	2.6	2.8	2.9	3.0	3.2	3.5	3.7	4.0	4.3	4.4	4.3

Percent of care days	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Type of Placement											
Relative Care											
Foster Care	81.8	82.5	82.8	83.2	83.9	84.7	85.8	87.4	88.1	88.7	88.6
Congregate Care	18.2	17.5	17.2	16.8	16.1	15.3	14.2	12.6	11.9	11.3	11.4
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

FIGURE M-2
Counts of Care Days: Michigan
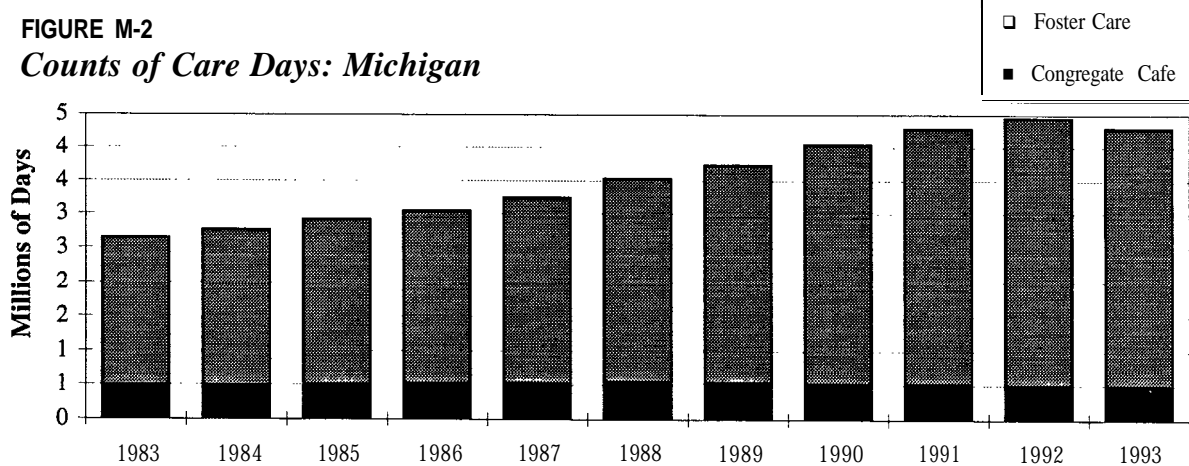
FIGURE M-3
Percent of Care Days: Michigan
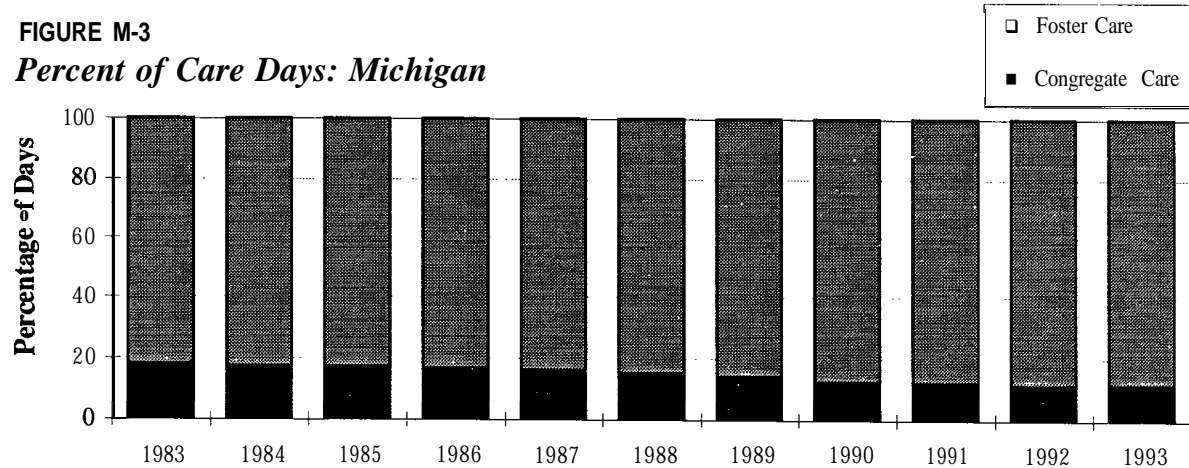
Foster Care Census: New York

Year	Admissions	Discharges	Net change	Foster care population
1983	11,901	12,846	-945	28,540
1984	15,156	15,437	-281	28,259
1985	16,429	16,305	124	28,383
1986	17,655	15,847	1,808	30,191
1987	22,756	14,756	8,000	38,191
1988	25,662	14,774	10,888	49,079
1989	29,435	17,246	12,189	61,268
1990	23,543	19,379	4,164	65,432
1991	21,202	20,011	1,191	66,623
1992	18,821	20,569	-1,748	64,875
1993	17,785	19,764	-1,979	62,896

FIGURE N-I
Foster Care Census: New York
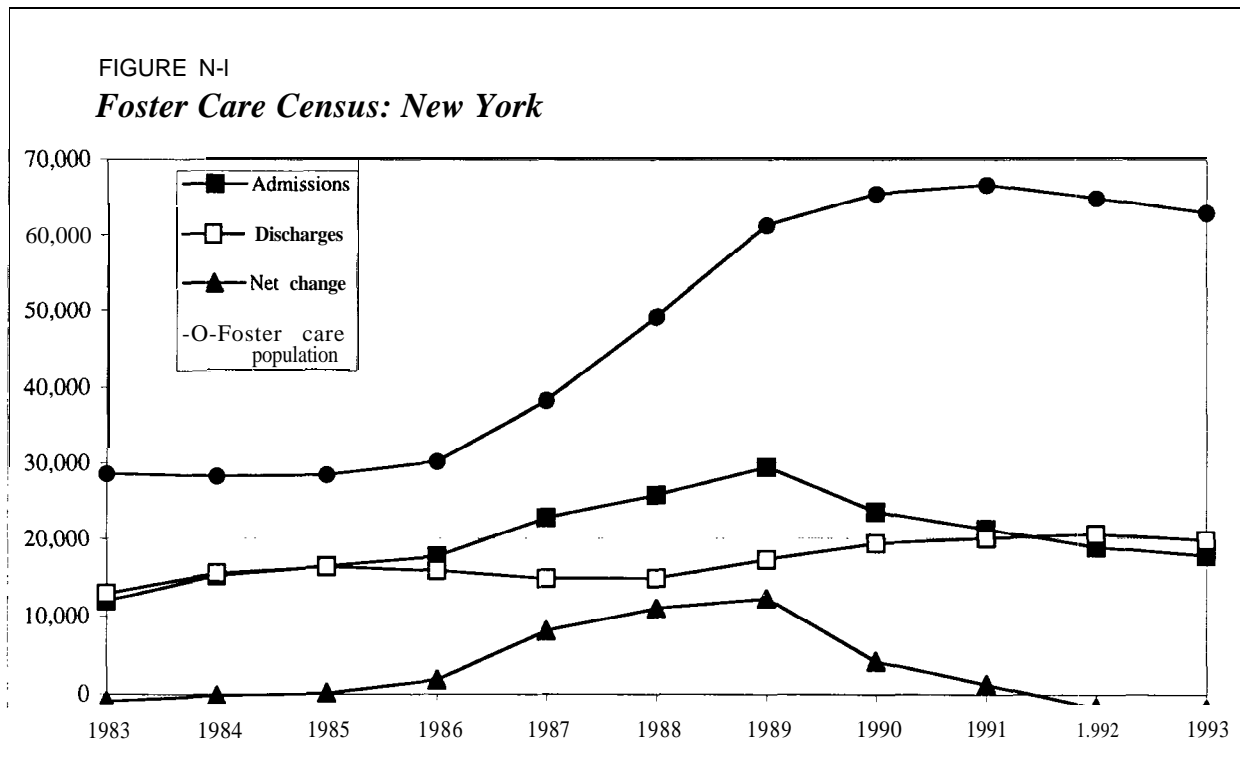
TABLE N-2

Children Leaving Foster Care by Time in Care: New York

Cumulative **number** and percentage of children who left first spells in foster care. Time in care is the months elapsed from the date of first placement until the child returned home or the case was closed, whichever came first. Cumulative percentage is the proportion of all cases closed by the end of the specified time period.

Cumulative Counts	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Total placed	10,486	13,040	13,253	14,099	19,210	22,080	25,644	19,789	17,151	15,196	14,076
Still in care as of 12/93	215	328	589	1,416	4,221	5,998	7,782	6,564	7,003	7,911	10,186
Discharged from care											
Before 1 month	725	1,695	2,102	2,082	1,902	1,966	2,298	2,101	1,962	1,729	1,606
Before 3 months	1,667	3,422	4,053	3,898	3,542	3,672	4,281	3,889	3,532	3,086	2,697
Before 6 months	2,556	4,735	5,406	5,118	4,806	4,977	6,074	5,516	4,824	4,139	3,476
Before 12 months	4,188	6,608	7,115	6,728	6,421	6,859	8,358	7,507	6,556	5,923	3,890
Before 18 months	5,755	7,941	8,299	7,824	7,727	8,328	10,211	9,144	8,034	7,015	NIA
Before 36 months	7,964	10,258	10,265	9,863	10,486	11,666	14,497	12,394	10,148	7,285	N/A
After 36 months	10,271	12,712	12,664	12,683	14,989	16,082	17,862	13,225	N/A	N/A	N/A

Cumulative **Percentages**	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Total placed	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Still in care as of 12/93	2.1%	2.5%	4.4%	10.0%	22.0%	27.2%	30.3%	33.2%	40.8%	52.1%	72.4%
Discharged from care											
Before 1 month	6.9%	13.0%	15.9%	14.8%	9.9%	8.9%	9.0%	10.6%	11.4%	11.4%	11.4%
Before 3 months	15.9%	26.2%	30.6%	27.6%	18.4%	16.6%	16.7%	19.7%	20.6%	20.3%	19.2%
Before 6 months	24.4%	36.3%	40.8%	36.3%	25.0%	22.5%	23.7%	27.9%	28.1%	27.2%	24.7%
Before 12 months	39.9%	50.7%	53.7%	47.7%	33.4%	31.1%	32.6%	37.9%	38.2%	39.0%	27.6%
Before 18 months	54.9%	60.9%	62.6%	55.5%	40.2%	37.7%	39.8%	46.2%	46.8%	46.2%	N/A
Before 36 months	75.9%	78.7%	77.5%	70.0%	54.6%	52.8%	56.5%	62.6%	59.2%	47.9%	N/A
After 36 months	97.9%	97.5%	95.6%	90.0%	78.0%	72.8%	69.7%	66.8%	N/A	N/A	N/A

Shaded figures are proportionally low, as these intervals have not been **fully** observed.

TABLE N-3

Foster Care Prevalence Rate by Age, Race/Ethnic@ and Gender:
New York 1990

Children in foster care per 1.000 in the general population on April 1, 1990.

	White	African American	Hispanic	**Other**	Total
Male					
Less than 1 year	2.21	55.78	12.49	**77.95**	16.86
1 to 2 years	2.63	67.54	19.02	104.02	21.32
3 to 5 years	2.34	50.39	17.05	75.66	16.00
6 to 8 years	2.49	43.23	14.62	62.19	13.82
9 to 11 years	2.77	37.94	12.45	52.55	12.48
12 to 14 years	4.48	34.82	11.12	57.18	13.16
15 to 17 years	5.06	24.39	7.89	53.03	11.03
Total	3.24	43.08	13.50	66.76	14.53
Female					
Less than 1 year	1.76	54.82	13.19	75.81	16.57
1 to 2 years	2.40	64.45	16.48	106.87	20.57
3 to 5 years	2.67	49.26	15.36	79.39	16.08
6 to 8 years	2.28	40.46	13.93	65.27	13.41
9 to 11 years	2.16	34.15	10.14	51.92	11.31
12 to 14 years	3.73	30.79	10.32	48.48	11.72
15 to 17 years	5.15	25.43	8.23	40.52	10.91
Total	3.00	40.78	12.41	64.29	13.93
Male and female					
Less than 1 year	1.99	55.30	12.83	76.92	16.72
1 to 2 years	2.52	66.01	17.77	105.40	20.96
3 to 5 years	2.50	49.83	16.22	77.47	16.04
6 to 8 years	2.39	41.87	14.28	63.70	13.62
9to 11 years	2.48	36.05	11.32	52.24	11.91
12 to 14 years	4.11	32.80	10.73	52.93	12.46
15 to 17 years	5.11	24.91	8.05	46.94	10.97
Total	3.12	41.94	12.97	65.55	14.23

Days of Substitute Care Provided by Year and Type of Care: New York

Count of care days (in millions)	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Type of Placement											
Relative Care	0.0	0.0	0.0	0.2	1.4	3.7	6.6	8.7	9.1	9.0	8.5
Foster Care	7.6	7.5	7.3	7.3	7.8	8.9	10.3	11.2	11.6	11.7	11.5
Congregate Care	3.0	3.1	3.1	3.2	3.2	3.4	3.6	3.7	3.7	3.6	3.6
Total	10.7	10.6	10.5	10.7	12.4	16.0	20.5	23.5	24.4	24.3	23.5
Percent of care davs	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Type of Placement											
Relative Care	0.1	0.2	0.4	2.0	11.5	23.3	32.4	36.8	37.5	37.0	36.2
Foster Care	71.7	70.9	69.9	68.3	62.9	55.8	50.2	47.7	47.6	48.1	48.6
Congregate Care	28.2	28.9	29.7	29.7	25.6	20.9	17.4	15.5	15.0	14.9	15.2
Total	100.0	100.0	100.0	100.0	l00.0	100.0	100.0	100.0	100.0	100.0	100.0

FIGURE N-2
Counts of Care Days: New York
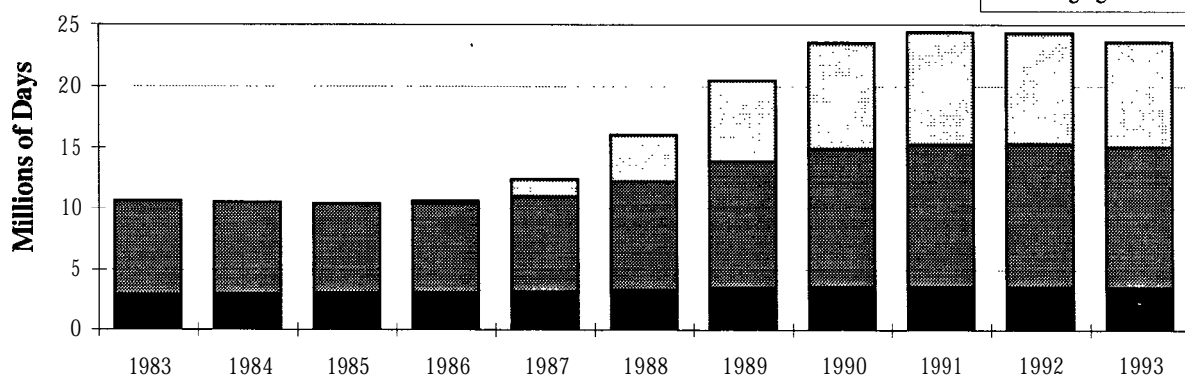
FIGURE N-3
Percent of Care Days: New York
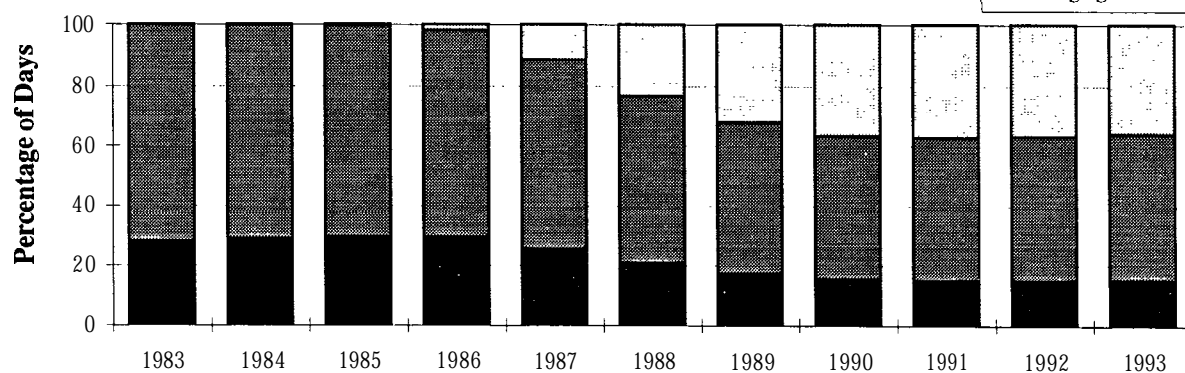
Foster Care Census: Texas

Year	Admissions	Discharges	Net change	Foster care population
1983				4,992
1984				4,996
1985	4,765	4,636	129	6,243
1986	4,654	4,754	-100	6,143
1987	4,671	4,506	165	6,308
1988	5,175	4,656	519	6,827
1989	5,890	4,741	1,149	7,976
1990	5,983	5,217	766	8,742
1991	6,657	5,852	805	9,547
1992	6,696	5,807	889	10,436
1993	7,216	6,529	687	11,123

FIGURE T-I
Foster Care Census: Texas
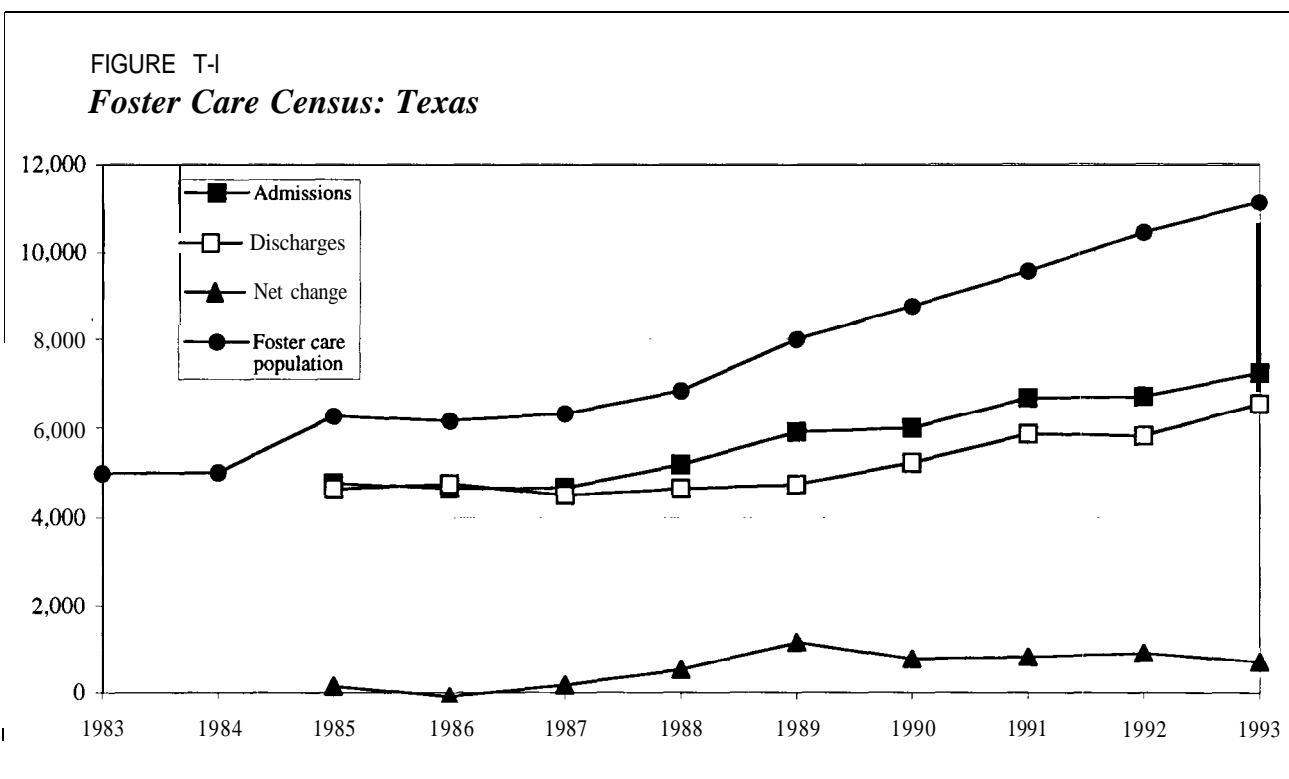
TABLE T-2
Children Leaving Foster Care by Time in Care: Texas

Cumulative number and percentage of children who left first spells in foster care. Time in care is the months elapsed from the date of first placement until the child returned home or the case was closed, whichever came first. Cumulative percentage is the proportion of all cases closed by the end of the specified time period.

Cumulative Counts	1985	1986	1987	1988	1989	1990	1991	1992	1993
Total placed	3,999	3,867	3,938	4,279	5,051	5,074	5,575	5,522	5,930
Still in care as of 12/93	80	92	169	293	562	808	1,228	1,897	3,395
Discharged from care									
Before 1 month	797	861	788	835	889	932	1,143	1,092	1,125
Before 3 months	1,278	1,327	1,271	1,337	1,421	1,509	1,777	1,692	1,820
Before 6 months	1,798	1,837	1,769	1,858	2,004	2,096	2,326	2,260	2,234
Before 12 months	2,464	2,479	2,402	2,534	2,787	2,852	3,157	3,101	2,535
Before 18 months	2,860	2,834	2,814	2,915	3,279	3,321	3,622	3537	N/A
Before 36 months	3,447	3,398	3,336	3,554	4,076	4,087	4,347	3,625	N/A
After 36 months	3,919	3,775	3,769	3,986	4,489	4,266	N/A	N/A	N/A

Cumulative Percentages	1985	1986	1987	1988	1989	1990	1991	1992	1993
Total placed	100%	100%	100%	100%	100%	100%	100%	100%	100%
Still in care as of 12/93	2.0%	2.4%	4.3%	6.8%	11.1%	15.9%	22.0%	34.4%	57.3%
Discharged from care									
Before 1 month	19.9%	22.3%	20.0%	19.5%	17.6%	18.4%	20.5%	19.8%	19.0%
Before 3 months	32.0%	34.3%	32.3%	31.2%	28.1%	29.7%	31.9%	30.6%	30.7%
Before 6 months	45.0%	47.5%	44.9%	43.4%	39.7%	41.3%	41.7%	40.9%	37.7%
Before 12 months	61.6%	64.1%	61.0%	59.2%	55.2%	56.2%	56.6%	56.2%	42.7%
Before 18 months	71.5%	73.3%	71.5%	68.1%	64.9%	65.5%	65.0%	64.1%	N/A
Before 36 months	86.2%	87.9%	84.7%	83.1%	80.7%	80.5%	78.0%	65.6%	N/A
After 36 months	98.0%	97.6%	95.7%	93.2%	88.9%	84.1%	N/A	N/A	N/A

Shaded figures are proportionally low, as these intervals have not been fully observed.

TABLE T-3

Foster Care Prevalence Rates by Age, Race/Ethnic@ and Gender: Texas 1990

Children in foster care per 1,000 in the general population on April 1, 1990

	White	African American	Hispanic	Other	Total
Male					
Less than 1 year	0.92	4.38	1.54	10.17	1.80
1 to 2 years	1.27	4.72	1.88	10.73	2.14
3 to 5 years	1.15	4.39	1.35	9.94	1.82
6 to 8 years	1.08	3.91	1.35	5.67	1.63
9 to 11 years	1.10	4.22	1.05	1.97	1.52
12 to 14 years	1.23	3.57	1.01	1.83	1.48
15 to 17 years	1.33	3.15	0.81	1.77	1.41
Total	1.17	4.00	1.24	5.30	1.65
Female					
Less than 1 year	0.86	3.38	1.01	7.41	1.39
1 to 2 years	1.24	4.72	1.75	11.79	2.11
3 to 5 years	1.19	3.49	1.65	8.41	1.80
6 to 8 years	1.11	2.94	1.40	4.75	1.52
9 to 11 years	1.04	3.28	1.12	2.51	1.40
12 to 14 years	1.49	4.28	1.69	1.59	1.93
15 to 17 years	1.76	4.11	1.36	2.65	1.96
Total	1.27	3.72	1.45	5.09	1.74
Male and female					
Less than 1 year	0.89	3.89	1.28	8.87	1.60
1 to 2 years	1.25	4.72	1.82	11.25	2.13
3 to 5 years	1.17	3.95	1.50	9.19	1.81
6 to 8 years	1.09	3.43	1.37	5.23	1.58
9 to 11 years	1.07	3.76	1.08	2.23	1.46
12 to 14 years	1.36	3.92	1.35	1.71	1.70
15 to 17 years	1.54	3.62	1.08	2.19	1.68
Total	1.22	3.86	1.34	5.20	1.70

TABLE T-4
Days of Substitute Care Provided by Year and Type of Care: Texas

Count of care days (in millions)	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Type of Placement											
Relative Care											
Foster Care			1.4	1.5	1.5	1.6	1.8	2.0	2.2	2.4	2.6
Congregate Care			0.7	0.7	0.7	0.7	0.8	1.0	1.1	1.2	1.3
Total			2.1	2.1	2.2	2.4	2.7	3.0	3.3	3.6	3.9

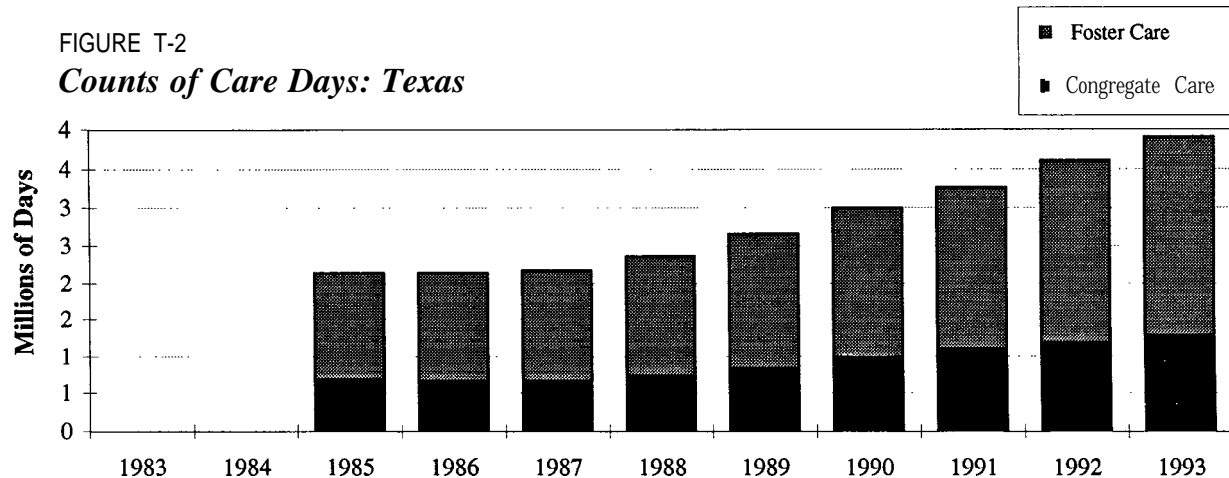| Percent of care days	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Type of Placement											
Relative Care											
Foster Care			67.6	68.5	69.1	68.5	68.3	67.2	66.3	67.2	67.2
Congregate Care			32.4	31.5	30.9	31.5	31.7	32.8	33.7	32.8	32.8
Total			100.0	100.0	loo.0	100.0	100.0	100.0	100.0	100.0	100.0

FIGURE T-2
Counts of Care Days: Texas

FIGURE T-3
Percent of Care Days: Texas